HELENA MODEL CITIES

COMPREHENSIVE PLAN

PARTS I, II and III

MARCH 24, 1969

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RESOLUTION NO. 6943

A RESOLUTION APPROVING THE HELENA MODEL CITIES COMPREHENSIVE PLAN, PARTS I, II AND III.

WHEREAS, the City of Helena, Montana, has been designated a Model City under the Demonstration Cities and Development Act of 1966, and received the letter to proceed on the 20th day of March, 1968; and,

WHEREAS, the City Demonstration Agency has prepared the Helena Model Cities Comprehensive Plan in Parts I, II and III; and,

WHEREAS, the Helena Model Cities Comprehensive Plan, Parts I, II and III, have been reviewed and examined and approved by the Helena Model City Board, Citizens' Committees and the Joint Neighborhood Councils; and,

WHEREAS, the said Model Cities Comprehensive Plan, Parts I, II and III, are all in accordance with the law,

BE IT RESOLVED BY THE COMMISSION OF THE CITY OF HELENA, MONTANA:

Section 1. That the Helena Model Cities Comprehensive Plan, Parts I, II and III, be approved as submitted.

FIRST PASSED by the Commission of the City of Helena, Montana this 22nd day of March, 1969.

Raymond R. Bozman
Acting MAYOR

Attest:

Margaret D. Garrity
CLERK OF THE COMMISSION

FINALLY PASSED by the Commission of the City of Helena, Montana this 24th day of March, 1969.

MAYOR

Attest:

Margaret D. Garrity
CLERK OF THE COMMISSION

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HELENA PUBLIC LIBRARY
32
Helena, Montana 59601

RESOLUTION OF
REVIEW & ACCEPTANCE OF THE HELENA MODEL CITY
COMPREHENSIVE PLAN

WHEREAS, the Model City Review Committee has been engaged in review and critique of the Model City Plan as presented by staff, and

WHEREAS, the Review Committee has recommended the approval of all component parts of the Comprehensive Plan,

BE IT RESOLVED, that the Helena Model City Board of Directors hereby approves the Helena Model City Comprehensive Plan and recommends its adoption by the City Commission for final submission to the Federal government, DHUD

IN WITNESS WHEREOF, the undersigned has set his hand this 26th day of March, 1969.

Vern Cougill

Vern Cougill - Chairman

Jean D. Weeks

Jean Weeks - Secretary

THE CALF-PATH

ONE day, through the primeval wood, a calf walked home as good calves should; but made a trail all bent askew, a crooked trail as all calves do.

Since then two hundred years have fled, and, I infer, the calf is dead. But still he left behind his trail, and thereby hangs my moral tale.

The trail was taken up next day by a lone dog that passed that way; and then a wise bell-wether sheep pursued the trail o'er vale and steep, and drew the flock behind him, too, as good bell-wethers always do.

And from that day, o'er hill and glade, through those old woods a path was made; and many men wound in and out, and dodged, and turned, and bent about and uttered words of righteous wrath because 'twas such a crooked path.

But still they followed--do not laugh--the first migrations of that calf, and through this winding wood-way stalked, because he wobbled when he walked.

This forest path became a lane, that bent, and turned, and turned again; this crooked lane became a road, where many a poor horse with his load, toiled on beneath the burning sun, and traveled some three miles in one. And thus a century and a half, trod the footsteps of that calf.

Each day a hundred thousand rout followed the zigzag calf about; and o'er his crooked journey went the traffic of a continent. A hundred thousand men were led by one calf near three centuries dead. They followed still his crooked way, and lost one hundred years a day; for thus such reverence is lent to well-established precedent.

A moral lesson this might teach, were I ordained and called to preach; for men are prone to go it blind along the calf-paths of the mind, and work away from sun to sun to do what other men have done.

They follow in the beaten track, and out and in, and forth and back, and still their devious course pursue, to keep the path that others do.

But how the wise old wood-gods laugh, who saw the first primeval calf! Ah! many things this tale might teach, but I am not ordained to preach.

--*Sam Walter Foss*-- (1858-1911)

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INTRODUCTION

Helena, "Queen City of the Rockies," cradled within the heart of the Rocky Mountains, maintains a unique position, with one foot in the past and one in the future. In the short hundred year span of the City's history we find a citizenry caught in the dilemma of trying to identify in like manner. As we try to identify the aspirations of the Twentieth Century "Helenan," we must first understand his present setting in relation to the past.

In the year 1864, four prospectors searching for gold in the hostile reaches of Montana Territory came upon a gulch which they considered to be their last chance. Gold was found in such abundance that a city spontaneously sprang into existence. Within one year this mining community numbered over one hundred cabins and was known as "Last Chance."

As each day passed the town grew, as miners, gamblers, Civil War veterans and general opportunists flocked to this new source of riches. For those who had lost hope, the gold fields of Montana Territory offered a second chance. These people, coming from all parts of the land and representing diverse social and political patterns, would implant into the future growth of the city an atmosphere of contrast rather than similarity or oneness. The one common bond which held these people together was the striving for economic gain.

The placer miners began to stake their claims immediately upon arrival, consequently, original property boundaries took an irregular and often confusing form. "Claim jumping" was a common occurrence and the only legal recourse available was in the form of a gun. Many miners "bit the dust" before they had a chance to spend their hard-earned pay-dirt.

The inevitable had to happen. Following in the miners' footsteps came the people who would plant the roots for a permanent city. The merchants, doctors, lawyers, clergymen and entertainers arrived to transplant from the East a more civilized and efficient pattern of life. This new breed of immigrants would provide the nucleus of civic leaders for generations to come and ultimately determine the make-up of modern day Helena.

Many of the residents began to feel that their new-found city was improperly named and sought a label more appropriate. During an early town meeting the name "Helena" was decided upon as representing the true flavor of this budding city. The main street running north and south through the center of town became "Last Chance Gulch."

The need was becoming evident for an established, stable order of society. The time was right for strong men to take a strong stand and establish the needed social controls. Hence, the Vigilantes. This order of men was made up of self-appointed civic leaders who felt they received the call to rid Montana of the "Human Wolves." Any man under suspicion became an automatic candidate for the noose.

Probably many innocent men were hanged; however, we must not forget that the Vigilante was a product of his time.

Government was almost nonexistent and law and order had to be established from the chaos of anarchy.

With the coming of the railroads, the untamed frontier was coming to a close. In 1882 Helena became a corporate city with over 600 citizens voting for a charter. Several newspapers were in operation and Helena was beginning to take on an air of sophistication. Even the centers of entertainment became more permanently established, with sporting houses and gambling dens taking precedence. The Ming Opera House was a solid link to Eastern culture, and in 1885 the exclusive Montana Club was organized.

With the enormous loads of gold being mined in the area, Helena was fast becoming the banking capital of the territory. The city soon enjoyed the reputation of being the wealthiest city in the world per capita. The rough miner was evolving into a gentleman, with a hunger for the finer things in life. Wealth and status became synonymous, and an aristocracy was born which controlled local activities. In this day of laissez-faire capitalism it was considered only natural that the rich, with their time and resources, were best suited to assume the leadership role. This became an important factor in conditioning the general public toward a more passive role in civic affairs.

When Montana Territory was created by Congress in May 1864, the city of Bannock was the seat of legislature. In 1865 the Capital was moved to Virginia City, another booming miners' town 200 miles to the south of Helena. By 1875 Helena was the uncontested center of wealth and culture in the Montana Territory. The tough, fiercely loyal, newly rich miners of Helena demanded that Helena be the Capital City. They got their way. Politics became another extremely important factor in the development of the city. By natural selection, those most educated and influential pioneers who followed the miners to Helena -- the merchants, doctors and lawyers -- entered into politics with enthusiasm. Their descendants can still be found today, greatly involved in civic affairs.

The turn of the century brought the completion of the Montana Capitol building in 1902. Helena's rough edges were being smoothed away and the city more and more became the focal point for all Montana's activities. As with the rest of the nation, the stock market crash of 1929 hit Helena hard. The "New Deal" federal programs were looked upon with suspicion by most conservative, individualistic Helenans. However, with the rest of Montana, Helena eventually accepted the fact of change in the nation.

With change came the birth of a new awareness -- opening the average Helenan's eyes to the fact that he had neglected for almost a century the growing urban problems that would eventually attempt to strangle the life breath of the city.

CITIZEN

PARTICIPATION

THE FOLLOWING PAGES ARE A REFLECTION OF CITIZEN PARTICIPATION AS WE HAVE SEEN IT AT WORK IN HELENA'S MODEL CITY PROGRAM

In January 1967, Helena's Mayor and interested civic leaders saw the Demonstration City program as a potential solution to the problems of the city. A group of active citizens was appointed to form the nucleus of the Model City Citizens Advisory Committee. From this beginning an application was written and submitted to the Department of Housing and Urban Development.

During the application-writing period the Mayor appointed citizens representing broad sections of the community, such as agencies, businessmen, representatives of the Community Action Agency and other interested residents, to a Citizen's Advisory Committee. The Mayor also appointed a chairman to serve during the interim period.

The Citizen's Advisory Committee was originally composed of approximately 100 people. Residents from the Target Areas, welfare recipients, representatives of the Community Action Agency who were members of their board, businessmen, civic leaders and elected officials were all the nucleus of the Model City program in Helena.

As progress was made and it became evident that meetings with the entire body were too unwieldly, the committee then proceeded to form a Board of Directors. This was accomplished by the appointment of the nominating committee, composed of 5 members. Each member represented various groups mentioned above.

At the next session names were presented and others called for. This, then, became the first Model City Board of Directors.

At this time there were no Neighborhood Councils and the city had not yet been funded.

Following funding and organization of councils, a 3-man By-Laws Committee composed of one representative of Community Action Agency and two business persons structured the present by-laws to include chairmen of Neighborhood Councils and chairmen of committees, when feasible.

A majority of Helena's residents were never involved in community activity. The Helena resident attitudinal survey conducted by Montana State University in the spring of 1968 states the following:

> "Thirty percent of the Urban Renewal sample and twelve percent of the General Population sample replied negatively when asked if they had voted at least once in the past four years. In the Urban Renewal sample, ninety-three percent said they had not worked for the election of a candidate for a local public office once in the past four years; eighty-six percent said they had not contributed money to a party or candidate once in the last four years; eighty-three percent said they had not spoken to key leaders about community problems; and ninety-five percent said that in the past four years they had not written letters, circulated literature, or held home meetings regarding public affairs. The data for the General Population sample is quite similar; eighty-nine percent said they had not worked for the election of a candidate; eighty-five percent had not contributed money to a party or candidate; seventy-four percent had not spoken to leaders about community problems; and ninety-two percent had not written letters, circulated literature or held home meetings."

Through the years concerned residents had met in small numbers to petition local authority for solution of specific neighborhood problems. Their needs were not met, either through lack of resources or lack of concern. Experience taught futility, particularly to the low-income and minority groups. Other residents had come to view communication with local authorities as a privilege of the affluent or influential. An attitude of "let's wait and see" had developed. Many people presently feel tangible program results are necessary prerequisites to their involvement in the civic planning-action process.

Still another factor affecting citizen participation is the resident composition of the Model Neighborhood area. Many people, born and raised in Helena, prefer to live in the neighborhood reminiscent of their youth. Others have moved to the older and more problem areas of the city in an attempt to excape the high rent or taxation synonymous with the AAA districts. The low-income and minority groups have settled in the same areas, out of necessity rather than choice. The under-privileged are faced with the acceptance of housing (often substandard) that is available and in proportion to their monthly income. Consequently, neighborhoods reflect the different aspects of society and varied income levels inherent to the nature of the city.

The Helena Model City Program brought with it the concept of the widespread citizen participation; the bringing together of people from all walks of life to plan together and carry out common objectives as one community. People never before involved were to become an integral part of the local decision making process.

Formation of Helena's Citizen Participation Structure Planning Committees

Citizen planning committees were formed from the Citizen's

Advisory Committee. Appointment to committees was made by the Chairman of the Board of Directors. The criteria for appointment was simply indicating an interest to serve. The selection of a chairman to any given committee was made by the Model City Board Chairman. The decision as to who would serve as chairman of a committee was based on the individual's capabilities to lead a group and his interest in the program. Committeemen included agency personnel, neighborhood residents and elected officials. Committees were formed to study the problem areas of housing, renewal, beautification, code enforcement, employment, health, education, welfare and youth.

Neighborhood Councils

Realizing that broad representation of residents was not yet fulfilled, steps were taken to draw residents from neighborhood areas directly into the planning process. The CDA staff included a Community Organizer, having responsibility for organization of a resident participation structure representing neighborhood interests.

The Community Organizer also acted as liaison between the Model City and Community Action Agency. It was felt that the objectives of both agencies could be met through the use of one resident participation structure, which would provide a workable channel for all residents to effectively look into the local planning and decision making process. It was hoped that this could be accomplished by the establishment of resident groups to identify problems as seen by the neighborhoods.

The Helena Model City application recommended that special attention be paid to specific problem areas of the Model Neighborhood area. These areas included the South Main (Urban Renewal project area), Sixth Ward, and Moccasin Flats (later named Lincoln School area) neighborhoods. These same areas included the majority of low-income and minority families, who were most critically in need of help. As a base for developing citizen involvement, a resident council was to be established in each of these three target sub-neighborhoods, which would represent the best interests of the neighborhood and operate as an effective forum for citizen response.

The Community Organizer, with the assistance of the Community Action Agency, made personal contact with members of the CAP Board representing the poor. A personal door-to-door approach began in an attempt to motivate resident interest in Model City activity. Many individuals said they would like to participate, others were noncommittal or totally indifferent.

On May 24, 1968, a joint meeting of residents from the 3 Target Areas was called. This meeting was publicized through radio and newspaper releases. In addition, the more interested residents contacted their neighbors urging them to attend.

The joint neighborhood meeting was held at the Model City headquarters with approximately fifty people in attendance. The general mood of those in attendance varied from concerns over individual neighborhood problems to broad misconceptions of how Model City and Urban Renewal programs were coordinated. Members of the staff explained the Model City program in detail, with emphasis placed on the importance of citizen participation.

The role of the Model City agency was explained and a question and answer session followed. The main purpose of the meeting was to elect council members representing the 3 Target Areas. Because of the limited number of residents in attendance, residents decided to caucus by neighborhoods rather than proceed with a general election. Each group chose 5 residents to serve as council members.

The council members represented diverse economic levels, from the welfare recipient to the small neighborhood businessman.

The newly-elected council members selected their own chairman through mutual agreement. All 3 councils, comprising a Joint Neighborhood Council, were responsible for the involvement of neighborhood residents into the CDA planning process.

Each Neighborhood Council chairman became a member of the Model City Board of Directors. Council chairmen comprised 3 out of 19 members of the Board of Directors. Representation by chairmen provides the neighborhoods a role in determining policy for the CDA.

One thousand dollars was allocated each of the 3 Neighborhood Councils. Half of this amount was used to pay the council members for attendance at meetings. The remaining $500 was used as a neighborhood planning fund to stimulate neighborhood participation.

A set of Joint Neighborhood Council By-Laws was drafted by the Neighborhood Councils with the assistance of the Community Organizer (see Appendix). The most important feature of these by-laws ensured council accountability to the neighborhood. Although council members were elected for a period of one year, Article II, Section 3, of the Joint Neighborhood Council By-Laws calls for a new election should the neighborhood feel it is necessary.

Each Neighborhood Council hired an outreach worker (aide) to contact residents and act as liaison between the neighborhood citizenry and the council.

The neighborhood aide also served as staff for the council, taking minutes at meetings and keeping an account of council expenditures.

Operation of Helena's Citizen Participation Structure

Planning committees began meeting in April of 1968 and continued regular meetings through October 1968. Committeemen addressed themselves to analyzing basic problems, collecting information and developing initial plans. Most committees contained a high percentage of resident professionals, enabling a comprehensive community approach to programming.

By July 1, 1968, Neighborhood Councils were meeting at least twice a month, and at a location accessible to the public. Meeting discussions centered around pressing neighborhood problems and definition of the Model City concept.

To better coordinate overall planning activity, Neighborhood Councils began appointment of residents to specific planning committees. The goal was to have at least one resident from each neighborhood as a permanent member of each planning committee. Where committees studied specific problem areas of the total Model Neighborhood Area, councils concerned themselves with discussion of all problems pertaining to their neighborhood.

Throughout this first year of planning, citizens made their views known and exerted influence in determining the community's direction. A good example of this was demonstrated when the Area #1 Neighborhood Council requested a recall of a submitted Neighborhood Facility application.

The council and the youth committee were not in total agreement with all aspects of the application. It was their feeling that the youth of Helena should play a greater role in determining the facility's activities and programming. Their objections were forwarded to the City Demonstration Agency, whereby staff scheduled a series of public meetings for all interested parties to meet and discuss their differences.

Negotiations are being made in hopes of resolving differences to the satisfaction of both the youth and the Neighborhood Facility Committee.

Inadequate information proved to be a problem to both councils and committees. Staff was not sufficient in number to collect and provide total information for analysis. To achieve effectiveness, they necessarily narrowed themselves down to an address of the specifics which, in their judgment, were causing the most pressing problems. In most cases they did so on the basis of intuitive or experienced judgment.

Aside from the formal structure designed to involve residents, various techniques were employed, such as instituting a Model City "You Name It" contest. Contest blanks were distributed throughout the city and citizens were encouraged to submit their ideas to the CDA. All suggestions were given full consideration, with money prizes being awarded to the top 4 place winners. All contest entries were reviewed by staff, councils and committees, and proved helpful in identifying the problems and aspirations of the citizenry. In addition, wide use of the news media was incorporated into a Model City public relations campaign. The CDA Director instituted a weekly radio program and guest editorials in an effort to better acquaint local residents with Model City activity. Because of the volume of speaking requests and limited staff time, a Speakers' Bureau, made up of volunteers from the Junior Chamber of Commerce, was briefed and spoke to civic groups upon request.

Following the study and solution of problems by committees, a joint review process began. This was accomplished by an interchange of each component study between councils and committees. A sign-off sheet was attached to each proposal and if a committee or council did not approve, they were asked to state their reason.

Final review was made October 31 of all proposals by the Model City Board of Directors. No proposals were rejected and staff established priorities for further review in this present document.

This first year attempt at total citizen participation must be recognized as being a new concept to Helena. In retrospect, we find its strong points and its failings. People from all levels of society met and worked together toward the common goal of a better city in which to live. There was communication and involvement where it never before existed. It should further be said that the experience was itself instructive and that skills are emerging through the process itself.

On the other hand, the citizen participation structure fell short of its goal of total MNA resident involvement. This was partially the result of Neighborhood Councils being organized only in the 3 "target" neighborhoods. Many Model Neighborhood Area residents residing outside the "target" areas felt excluded from Model City involvement. In addition, councils and committees tended to take on a duplicating function at times reaching competing or conflicting stage.

Helena's citizen participation can be described as an emerging process, a process by which first year activities can be used as a base to build upon. Residents, through their involvement, have set precedents for the future.

This document has been the result of thousands of man hours of study, research, planning, decision-making and review. It represents the best thinking of citizens who were caught up in a new concept -- a new approach to solving problems so long lived with that they became commonplace and difficult to recognize and assess.

People from different walks of life were thrown together in planning bodies -- basic philosophies and individual desires often broke out in heated discussions and hostile moods -- and yet the plan went on.

Citizens have gained a new respect for each other. Problems have been shared and decisions have been tempered with concern for others. This is not to imply that a utopia has been achieved -- but, rather, that a way has been paved and many cracks cemented to assure smoother and more effective planning in the action years ahead.

On the following pages are lists of those who have shared in this planning experience. This list is made up of those who were actively involved as members of committees, boards and councils. In addition, there were many, many more who participated in meetings on a regular basis but did not formally become members.

CITY COMMISSION

David Lewis - Mayor

Harold Wheat
Joseph Munger
Gordon Merrill
Raymond Bozman

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William Andrews (Tr.)
Jean Weeks (Sec.)
Jean Christofferson
Joseph Maierle
Chase Patrick
Phinnias Singer
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Dewey Wright
Warren Brass
Harry Byrnes (deceased)
Ross Cannon
Jane Hibbard
Marilyn Howard
Herbert Jacobson
Robert Kokoruda
Norine Towle
David Lewis (ex-officio)

MODEL CITY STAFF

Darryl A. Lee - Director

Jack Mayala
Social Services Specialist

John Doulas
Community Organizer

Connie Ward, Secretary

Nona Volk, Programmer

NEIGHBORHOOD COUNCILS

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Warren Brass, Chairman	Marilyn Howard, Chairman	Jean Christofferson, Chairman
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Olga George	Mrs. Archie Lucht	Leo Aaberg
Joseph Wilson	Dewey Bollinger	Louis Sharp
Frank McGuire	Ralph LaCourse	Mrs. A. J. McIntosh
	---Alternates---	
Joe Bogard	Jan Hall	Mary Baraby
Matilda Murphy	Mrs. J. Lattimer	Alma Peck
	---Aides---	
Gloria Flies	Barbara Woods	Richard Spurzem

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Dewey Wright
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Sharon Burrows

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Elma Peck

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Gordon Fillinger
Judith Carlson
Jim Peterson
Dan Kelly
Gary Banks
Rev. John Bauer
Theodore Carkulis
Jack Sharp
Dr. Francine Larson
Pat Sias
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Henry Lang
Alma Ragar

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Mrs. R. E. (Katherine) Towle
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Joseph Reber
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Joe Wilson
Lee Berger
Rose Gama
Lee Bergerand

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Mrs. Betty Sharp
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Marilyn Howard
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Hal Wheat
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CITIZENS ADVISORY COMMITTEE

Dr. John Anderson
Walter Anderson
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Lucille Baker
Mary Baraby
Rev. John Bauer

COMMITTEES (CONT.)

CITIZENS ADVISORY COMMITTEE (CONT.)

Ed Belgard
Caroline Belgarde
Dewey Bolinger
Mrs. Bill Bompart
Warren Brass
Dean Raymond Brown
Louise Bruno
James Burnham
Sharon Burrows
Dave Burt
Harry Byrne (deceased)
William Campbell
Joe Campeau
Ross Cannon
Judith Carlson
Jack Carver
Linda Cherinsky
Jean Christofferson
Steve Connolly
Earl Conver
Vern Cougill
Robert Crane
Grant Crossman
Alex Cunningham
Loren Davis
Dr. Katherine Dawson
Mrs. David Depew
Mrs. Betty Doering
Walter Donaldson
Dave Earley
A. G. Erickson
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Donald Gore
Dave Greene
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Marilyn Hameline
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Ralph LaCourse
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Hoyt Larison
Dr. Francine Larson
Mayor David Lewis
Mrs. Henry (Grace) Loble
Virginia Lucht
Margaret Lattimer
Dorothy Loughridge
Al Lundborg
Joe Maierle
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Richard McCreanor
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Frank McGuire
Jack McNamara
Joseph Meyer, Jr.
Bill Mills, Jr.
Therza Miras
Joyce Moore
Bill Mufich
John Munn
Marie Murphy
Mike Murray
Mrs. Walter Nelson
Jim Norris
Lyle Olson
Francis Ortloff
Robert Ottman
Chase Patrick
Al Pattison
Elmer Peck
Alma Peck
Jim Peterson

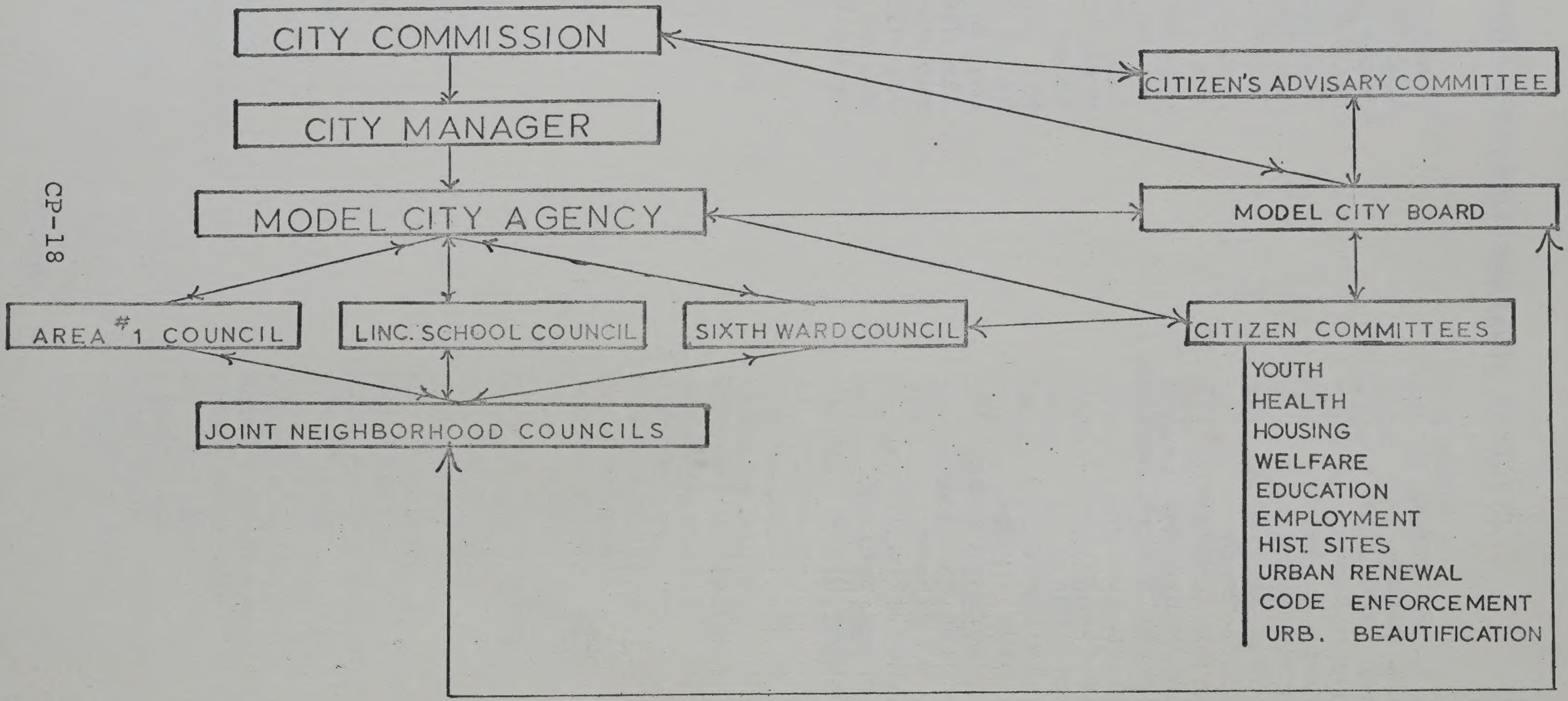
COMMITTEES (CONT.)

CITIZENS ADVISORY COMMITTEE (CONT.)

R. T. Peterson
Alma Ragar
Mark Radcliffe
Joseph Reber
Joseph E. Reber
Harold Rehmer
George Remington
Robert Roddy
George Schotte
John Schroeder
Captain Robert Scriven
Nelson Seeley
Don Sekora
Betty Sharp
Louis Sharp
Richard Shoppe
Dr. Richard Sims
Kathryn Sinclair
P. W. Singer
Vernon Sloulin
Richard Spurzem
Charles Stack
Ethel Stambaugh
Russ Steen
Robert Steinman
Neil Sullivan
Mrs. Lee Sweeney
Dr. Jack Terrill
Jay Thrailkill
Joanna Tillotson
Mrs. Thomas Tobin
Wesley Tintinger
Norine Towle
Mrs. Sharon Twoteeth
Mike Voeller
Robert Wallace
Mrs. Jean Weeks
Ralph Weiss
Harold Wheat
Jim Wheat
Kay Wickstrum
Joe Wilson
Wesley Woodgerd
Dewey Wright

CITIZEN PARTICIPATION

PLANNING & DECISION MAKING PROCESS


CITY COMMISSION
CITY MANAGER
MODEL CITY AGENCY
CITIZEN'S ADVISARY COMMITTEE
MODEL CITY BOARD
AREA #1 COUNCIL
LINC. SCHOOL COUNCIL
SIXTH WARD COUNCIL
CITIZEN COMMITTEES
YOUTH
HEALTH
HOUSING
WELFARE
EDUCATION
EMPLOYMENT
HIST. SITES
URBAN RENEWAL
CODE ENFORCEMENT
URB. BEAUTIFICATION
JOINT NEIGHBORHOOD COUNCILS

CP-18

ENVIRONMENT

THIS SECTION DEALS WITH THE PROBLEMS OF HELENA RELATING TO PHYSICAL ENVIRONMENT AND THOSE SOLUTIONS WHICH HAVE EVOLVED FROM THE CITIZEN'S PLANNING EFFORTS

Helena's beginning, as a mining town located in a gulch, has had a direct influence on present land use.

The City, as it is now developed, reveals its stages of growth; and, on the other hand, its stages of deterioration. The Central Business District of the 1890's was the South Main section. As the town grew the area moved steadily to the north along the confines of the gulch, leaving behind the older section of town to deteriorate.

The residential sections of town reflect this same trend. The original residential neighborhoods were located on either side of the gulch near the Central Business District, but as the modes of transportation became better, these established neighborhoods were left to deteriorate and the old occupants left to take up residence in the newer sections of town. The total land use picture is one of uncontrolled growth with a mixture of land uses that has had more of a blight producing influence than one which offers revitalization.

The development of land uses has been uncontrolled due to lack of planning over the past years. This has caused the ratio of at least one land use to be greater than what is normal for a city the size of Helena. For instance: The existing developed commercial area of Helena is approximately 200 acres. For a city of 25,000, the normal area devoted to commercial would be 75 to 90 acres. This ratio may be one of the many causes of the deterioration of the Central Business District.

The remaining land uses, industrial and residential, are within the bounds of planning principle. However, the development of residential, commercial and industrial properties, in the past, has not taken into consideration the total community. There has not been coordination of these developments. Results are such problems as disconnected streets, mixed and incompatible land uses, and areas that do not relate well to their surroundings.

The climate of Helena offers as much variety as the streets and architecture. Winters can be, and usually are, harsh and long. Short, hot summers sweeten the memory of them.

Residents have stated their feelings about the environment of their City:

> "Helena isn't beautiful, it leaves a lot to be desired."
>
> "There aren't enough trees or sidewalks."
>
> "The kids and older people have to walk in the streets and there is no place to get out of the way of traffic."
>
> "The worst looking area is South Main and Downtown."
>
> "Vacant lots are bad, too . . . because they are allowed to grow up with weeds. People won't clean up their property . . . why should they? Nobody else does."
>
> "People don't keep lids on their garbage cans and dogs and cats are allowed to run loose and tip cans and scatter garbage."
>
> "It's a shame that our beautiful old buildings are shabby . . . someone or some way should be found to restore them to their original beauty."

The following citizen groups have attacked the problems presented by the physical environment -- the Urban Renewal, Housing, Urban Beautification, Historic and Architectural Sites, Neighborhood Facilities, Code Enforcement, Health, Social Welfare, and Job Opportunities Committees; and the three Neighborhood Councils. They were joined by the City-County Planning Department and Commission, the Urban Renewal Department.

INITIAL CONDITIONS

Major problems have been identified as:

1. Conditions of blight and deterioration in the central business district (CBD) and in residential areas of the Model Neighborhood.
2. Deterioration and potential loss of sites of architectural and historical value.
3. An unattractive appearance; weedy lots, vacant buildings, disorder, and an unkempt environment generally, which is discouraging to residents, tourists and business.
4. Circulation systems and services inadequate to serve present residents or permit future expansion.
5. Public and commercial facilities inadequate to serve the needs of residents.

Central Business District Deterioration

Helena's Central Business District grew up along Last Chance Gulch and the steep hills on either side. The site was adequate for gold-camp, and later, for pedestrian days; but is unsuited to be the business district of a relatively sizable, modern city. Inconvenience is great to those who work, shop, and socialize there -- thus, to all Model Neighborhood residents. Narrow, winding, dead-ended, and steep sidewalks and streets not designed for automobile traffic compound resident problems in driving, parking and walking. Approximately half of the year, streets and sidewalks are slippery, or snow-packed, adding to the general problem of inaccessibility. The handicapped, the aged, mothers with babies, or shoppers with packages find the trek up and down hill can be hazardous. Drivers have problems with minor traffic accidents, inaccessibility, stuck cars, and inadequate parking space. The handicapped find few provisions made (ramps, elevators, etc.) to insure their safety and accessibility to buildings.

The Central Business District itself, though still viable and the heart of this community, has suffered from time and neglect. Once the proud, busy center of a thriving town, it has gone steadily "downhill," in two ways: (1) development of two shopping centers on the outskirts, where land was flat and available, has offered competition to the Central District; (2) as valuable Central Business District property was converted into saloons, cheap cafes, secondhand stores, people attracted by such moved into the area. The Central District is now, and has been for some time, a mix of residence and business; the former frequently occupied by temporary or low-income residents.

Physical, as well as social, deterioration has overtaken the area. It is estimated that approximately 80% of the buildings in the Central Business District are structurally unsound (Urban Renewal contractors and staff). Many were damaged by the 1935 earthquake; others have not been maintained or renovated because the cost of doing do outweighed the value of the property and potential return on the investment.

Helena citizens have expressed their hope that the flavor of Last Chance Gulch be restored for visitors to the City and future generations to enjoy. They are concerned about the future of the many historically and architecturally valuable buildings, most of which are located in the central area.

Model Neighborhood Area Blight

Target Area 1 is the 25 block area of early settlement. 80% of the structures in this area have been judged unsound. Abandoned buildings serve as transient sleeping quarters and playgrounds of children. Abandoned mines cover the hillsides, posing a hazard to the unwary. Area 1 is highly populated, with commercial and residential uses. Numerous buildings house businesses on the first floor, residents on the second and third floors; 36% of the residents (Housing Survey) have said they would rather live in another neighborhood. Area 1 has been designated an Urban Renewal area, and planning is underway.

Target Area 2, the Lincoln School Area, is in the northeast part of the City. This is entirely residential; it is also the area of the City in which the poorest housing abounds. It, too, is an unplanned area, lacking some of the niceties of city life: paved streets, sidewalks, street lights, and adequate drainage. Population density is low, absentee property ownership high, and average income levels of the residents are the lowest in the City.

Target Area 3, the Sixth Ward, is primarily residential. This area too abounds in unimproved and sometimes unattractive open spaces and suffers a dearth of paved streets, sidewalks and street lighting.

The Model Nieghborhood Area, outside of Target Areas, fared somewhat better insofar as residential land usage is concerned. "Open space" is present, but much of it isn't pretty -- or developed for recreational use. Broken-up streets, crumbling curbs, and poorly maintained sidewalks and boulevards contribute to the "blight." Tipped or uncovered garbage cans, with some help from stray dogs and cats, add to the problem, as do deserted, dilapidated buildings. Each of the four entrances to the Capital City is graced by a junkyard.

Deterioration and Potential Loss of Historical Buildings

Residents fear the loss of buildings of historical and architectural value. Little has been done to preserve them, though much concern has been voiced throughout this planning year. Few of the most interesting historical buildings are structurally sound (Urban Renewal survey), and all are in need of repairs, renovation, maintenance, and the like. The dignity of many of these old buildings is further affronted by a collection of litter, empty lots where structures have burned or been demolished, and a general surrounding of poverty. The majority are located in or near the Central Business District. Eleven of Helena's historic buildings have received nomination for the National Register for Historic Sites.

The Last Chance Restoration Society is Helena's only formal organization designed to serve historic sites and objects. As a result of their efforts, the Pioneer Cabin and Helena's first Fire Tower, Guardian of the Gulch, were saved.

Another private project, known as Reeder's Alley, fashioned a collection of cabins into a tourist attraction. This includes a restaurant, curio shops which display, among other things, local paintings and jewelry, and a summer artists' colony.

Inadequate Public Services and Facilities

The Model Neighborhood struggles along without adequate facilities and services.

Public buildings are no longer adequate in size or accessible in location to suit the present needs of those who must use them. The Civic Center, originally built as a Shrine Temple, is centrally located, but it is also at the apex of one of the most confusing intersections in the City: five streets converge from all directions within 100 feet of each other. Civic Center parking is limited to an unfinished back parking lot of about 60 spaces -- enough for routine city business. The Civic Center, however, also houses the community auditorium-ballroom-banquet room-stage-concert hall. Residents attending events there must resort to on-street parking and a delicate job of intersection navigation.

Citizens attending City Commission meetings frequently find quarters too crowded for active participation, or even listening. Those arriving at City Hall on business or in custody, find a confusing arrangement of offices. The Police Department's traffic office is located on the main floor; Juvenile offices are upstairs; the jail, the Dispatcher's office and files are in the basement. Citizens who need to talk with Police officers must go into the hall; there is no private place for interviewing or for interrogation. The jail is no longer of adequate size or condition to house prisoners. Only one cell is available for women and juveniles. The police, who are understaffed and underpaid, are unable to answer promptly all resident requests for their assistance or attention. Training facilities and programs for policemen are insufficient to prepare them for an officer's duties. Turnover is high, thus reducing the ratio of officers experienced in meeting the public's needs for protection and services. Under the circumstances, the police force (22 men) does a creditable job, but it should be noted that the Department has not increased in size since 1890.

The Fire Department is similarly strapped -- turnover is high, pay is low, space is at a premium, and training programs and equipment are outdated. An additional facility is definitely needed, for expansion of the City has put many homes, and a hospital, beyond quick reach of the fire trucks.

The Lewis and Clark County Courthouse was Montana's first Capitol, and is an historically beautiful and significant building. Other than that, there is little to recommend it, for it is far too crowded and run-down for the conduct of modern business. Recent moves of the Health and Welfare Departments have somewhat reduced congestion and immeasurably improved conditions for these two departments, but the Court House is still inadequate. It is located somewhat apart from other buildings of public and private business, but adequate parking is available in the adjacent lot. The Post Office and Federal Building is centrally located in a most congested area of town. Parking there is by good luck and walking there by much caution when the approach is from the business district, a direction from which most patrons come. There are no helps for the handicapped to get in and out of the building, and there is a long, steep flight of stairs to ascend -- stairs which are icy or snow-packed about one-third of the year.

The Public Library is located in an old church building across from the Post Office. The same parking and walking conditions prevail. The building, though an intriguing location for a library, is not big enough for one. The collection of materials, too, leaves something to be desired. The library is a friendly place to visit, but it is not open on Sundays, even though it is located in an area where many elderly people live. Some of them like to read and relax in a library. Entrance to this facility, too, is by climbing or descending stairs, depending upon whether one enters the front door or the back door. (Our ancestors loved to climb stairs!) There are no aids on those stairs for the handicapped.

Circulation System

This system, which consists of a public-owned network of corridors throughout the City, exists to provide access to and for citizens. Water mains, sewer and gas lines follow the street pattern to bring utilities to residents. Above ground, streets provide a means of getting from one place to another. Residents are glad to have them, but are highly distressed about the problems which result from trying to maintain them. There are 200 miles of streets in the City; 83,200 feet of these streets, excluding the Urban Renewal Area, are in disrepair or unsurfaced (Citizen Committee Survey, Summer, 1968). Residents find buckling, corrugated, potholed streets inconvenient and hazardous.

The City Street Department of 21 men labors to maintain streets, alleys, and street signs. The majority of their time is spent seal-coating improved streets, patching and repairing major trouble areas, and removing snow. Paving is done at the request and expense of property owners, under Special Improvement Districts. Knowledge of the condition of water and sewer mains awaits completion of a Water and Sewer Study.

Sidewalks have fared no better than the streets. Residents sometimes trip on buckled sidewalks; in some areas of the City they have crumbled beyond use, and in other areas there are no sidewalks and people must walk in the streets. The access to Kessler (grade) School on the west side of town is, for most children, via a main highway. The problem is most serious in Target Areas 2 and 3, where highways border the area and serve for pedestrian use. Helena High School is located just off a heavily travelled thoroughfare. Students must walk either on the highway, or on the shoulders of the road, or in the barrow pits, which are either buried under snow or deep with drainage water (and therefore unusable) during fully three-fourths of the school term.

Senior and other citizens living in the Public Housing, which also borders the same highway, must use this for pedestrian traffic. Other areas of the City not so heavily travelled do not provide such hazard to pedestrians, but do not provide pleasant walking conditions, either. Senior citizens out for a stroll have commented about this.

Total footage of needed sidewalk repair or construction is 117,400 feet, exclusive of the Urban Renewal Area (Citizen Committee Survey, Summer, 1968).

Curbs and Boulevards need some major improvements, too. Curbings have crumbled and disintegrated in many places; in others they are about level with the street from years of patching patches. Where this occurs, water runs over into the parking, picking up sand and dumping it on streets, lawns and sidewalks. Total footage of needed curb construction, reconstruction, or repair is 109,000 feet, exclusive of the Urban Renewal Area (Citizen Committee Survey, Summer, 1968).

Boulevards, referred to locally as parkings, are not regularly maintained throughout the Model Neighborhood. Systematic tree planting is nonexistent because no one is sure whose responsibility it is -- the property owner's or the City's. Owners have assumed this responsibility in some cases, the City in others. There are sections where no trees are planted at all; others where there are one or two trees in the entire block; yet others where three or four varieties of trees are planted in the same block. The City Parks' Department maintains boulevards, watering grass and trees, and cutting and trimming trees, where there are special Park Maintenance Districts relating to boulevards. In these Districts, the residents' fee for the service is based on the square footage of the individual lot. The five Park (boulevard) Maintenance Districts range in cost from .0023¢ to .00364¢ per square foot. The average lot, 50' x 125', would cost an annual average of $23.48. Service is provided only about five months. The average monthly charge is $4.70.

The existence of special Park (boulevard) Districts confuses many residents who do not know about them or the fact that residents in these areas pay for the boulevard maintenance. To many, it appears that the City is partial because it maintains boulevards in some areas and not in others. This situation, and the accompanying attitudes, result in neglect of boulevards in many cases, even though the responsibility for maintenance is that of the property owners according to City ordinances. The matter needs clarification.

It is estimated that 24,750 feet of boulevards need revival and 2,442 trees need to be planted on them. Figures are for the Model Neighborhood, exclusive of the Urban Renewal Area (Citizen Committee Survey, Summer, 1968).

Street lights, needed in many places, are again the responsibility of the property owners. This responsibility is exercised through lighting improvement districts, which owners in given areas form. The cost of the lighting is, again, billed through the regular tax channels. Many residential areas are without them, primarily for one of two reasons: (1) either the property owners are without the means to pay for the lights, or (2) the percentage of absentee owners who do not wish to or cannot pay for lighting is too high to provide the consensus needed to put in a lighting improvement district. Again, residents feel something different has to be done, because many areas of high pedestrian travel are without lights (primarily Target Areas), and many intersections are inadequately lighted.

Litter and garbage contribute to what residents refer to as "eye pollution" in the Model Neighborhood. Although Helena has strict garbage container requirements, many residents ignore or don't know them. Enforcement of the garbage ordinance is lax, as is enforcement of the leash law designed to prevent dogs from running loose. The two problems go together -- as everyone knows, one of the favorite pastimes of dogs is over-tipping and exploring garbage cans. The City has only one animal control officer, and it is hard for one person to capture a loose dog. The animal control officer is under the direction of the Police Department.

The City Department of Public Service (or Sanitation Department) has 18 employees. They are responsible for residential and commercial garbage and trash collection. The service is good. There is an additional Public Service Department employee at the land-fill dump.

Problems are further elaborated in the Health and Sanitation Component, under the heading "Environmental Sanitation."

Parks and Open Space

The residents of the Model Neighborhood do not have parks which are located or developed to meet their needs. They have discussed their needs for parks and attractive open space and have complained about the inadequacies of parks and parklands. These are of several types -- neighborhood playgrounds, neighborhood parks, special facility parks, community playfields, and community parks. The City of Helena has a total potential park development area of 335 acres. Of this, 160 acres are being used as pasturage for a riding club, 80 as a Municipal Golf Course, 24.2 as school grounds, and 70.8 for all other uses.

There are 21 acres, largely unimproved, designated as Neighborhood Playgrounds (refer to Recreation Component).

Neighborhood parks consist of 21.2 acres. These are often referred to as scenic parks. They are nice to look at, drive by, or walk through; 5.5 acres of these are partially developed in the two parks near the center of the City, Hill Park and Women's Park. These are not located near residential property, nor are they close enough to the central shopping center to be of much use. And, they are not heavily used. They are, however, located between busy thoroughfares and thus serve the needs of residents and visitors for attractive open space. In recent years, High School and College youth have used the parks as a general meeting place.

Special facility parks have 80.7 acres, of which 80 acres comprise the Municipal Golf Course. The seven-tenths acre is in four tiny parks which have resulted by the unusual intersection of streets. They are the little triangles of grass and trees between the streets.

The 18 acres designated as a Community Playfield are adjacent to the Golf Course and are highly inaccessible, except to children living in the nearby subdivision of Sunhaven. The area has been developed by the Kiwanis Club (refer to Recreation Component).

The two Community Parks comprise 16.6 acres. These parks, Memorial and Bausch, are adjacent to each other, though divided by a major highway. Memorial Park is completely developed for recreation; Bausch Park is partially developed (refer to Recreation Component).

The City Parks and Recreation Department, which cares for boulevards in the Park Maintenance Districts, also maintains all City parks. There are only four fulltime employees, and the major part of the work is done by summer employees working from three to seven months. They must also direct and supervise the summer recreational programs. Park Department services are chiefly devoted to maintaining existing facilities, not to development. There has been no City planning directed to park and open space needs, but the addition of an in-house City-County Planning staff gives promise of planning, at least in relation to zoning.

School District Number 1, as indicated, has 24.2 acres of school playgrounds. Little coordination has existed between the City and the School District for joint use of these areas.

Local Service Clubs have played the major role in development of park sites to the present. Their work is on a voluntary basis, but controlled to the extent that the City allots an interested club a particular park and reviews the plans the club develops for that park.

BASIC PROBLEM CAUSES

Citizens, in their study of the causes of environmental problems, found an interesting complex of reasons, most of them interrelated.

Lack of coordination and planning. Until the present time, there has been no tool for comprehensive community planning. Separate and special interests determined how the City grew and developed. Strong ties to competing minority interests served to prevent a wider civic interest. Most people with the ability to conceive, design, and carry out organized city planning belonged, and still do, to smaller groups than the community, to which they have strong ties and primary loyalties. A network of clubs, cliques, and voluntary associates comprise the broad community, and social and economic life centers around these special groups and special interests.

Political jurisdictions compound the planning situation. Self-government is a strong tradition with us. Now we find ourselves surrounded by and encompassed within a bewildering array of jurisdictional units: County, City, City-County, School District, and a number of other special district governments -- park districts, street districts, lighting districts -- a total of 34, each concentrating on a limited area-wide task; each competing for tax base, budget, or subsidy; all adding to confusion; all unwittingly enforcing a "can't see the forest for the trees" viewpoint.

Pattern of land use. The uses made of the land were highly individual during the first eight decades of Helena's history. This resulted in the unpatterned, unplanned development of most of the Model Neighborhood Areas. Sections of the City developed without relationship to adjacent areas, without consideration of provision of city services and traffic circulation, without consideration of the location of public and commercial facilities, and with an unplanned mix of residential, commercial, industrial, open space and recreational usage. Land development projects were and still are dissociated from each other.

The City's early residents set aside park sites in then developed areas. However, they had no way of predicting the needs and standards of future generations. Three scenic parks were established over the years, though none of these are well located for today's use. Recreational parks were generally limited to schools. As the City grew, insufficient land was acquired for park development. Because of the terrain, much of what had been set aside proved too costly to develop. Zoning ordinances, first enacted in 1948, have had influence only upon land development since that time.

The tax structure is not conducive to property improvements. Increased assessments are levied for additions and improvements. The negative effect of this has been to discourage property owners from renovating or making improvements.

Age and condition of structures. The present low property value of most older structures and their poor condition combine with the high cost of rehabilitation to make this impractical. There could be no profit in doing so; the owners of many such buildings would have to be motivated solely by philanthropy.

Natural elements. The hilly topography and the weather have contributed to conditions of blight in the City. Freezing temperatures and quick thaws have caused frost heaves in streets and sidewalks. High winds and precipitation have eaten away at mortar joints of old buildings, and sudden fluctuations in temperatures have cracked roofs and window casings. An earthquake in 1935 destroyed many buildings and weakened numerous ones still remaining and in use.

Construction costs are 20% higher than the national norm (FHA figures). High materials cost, low volume of construction, and a short building season inhibit new construction and renovation, and maintain high costs.

Financing for construction and renovation has been limited. It has been more available to those located in newer areas of the City than to those in depressed or deteriorating areas, because of the attendant high risk of failure in the latter.

Tax base for public facilities and services is inadequate. As businesses and residents have built outside the City Limits, they have not been contributors to the City's tax base. As older sections of the City have deteriorated, the tax base has decreased and the maintenance costs have increased. The City of Helena presently operates a total levy of 56.69 mills, which nets roughly to $2,100,000. City Departments operate without sufficient funds to do the job that is needed.

Legal restrictions are built into the problem at State level. Montana has historically had a rural-dominated Legislature, and legislation assisting cities or enabling them to help themselves has not been forthcoming. There is some possibility of change, for the current Legislative Session has permitted an increase in city mill levy and enacted other revenue provisions for funding street maintenance, etc. The greatest handicap is the 20 mill limit on the general fund, which funds the Police and Fire Departments.

Public attitudes of apathy and confusion about what to do have contributed to the causes. Some residents fail to comply with City Codes, such as the garbage ordinances, and many others are ignorant of them. There has been no effective public information and education effort. The City itself has proven to be a bad example; City property is overgrown with weeds, left unpainted, and in disrepair. Funds have not been available to do these things, but it does set a bad example. Many citizens to not understand city administrative structure, functioning, or funding.

DEFICIENCIES IN THE DELIVERY SYSTEM

The essential thing to be said about the failure of delivery of services to solve the community's problems is that there is no system. There have been, and are, private and civic groups, including the City Commission and the Planning Commission, interested in and concerned about the encompassing, pervasive environmental problems of the Model Neighborhood, but there has been no total coordinated effort to resolve the community's problems.

Environmental problems are heterogeneous -- if family incomes are inadequate, basic needs are met, property improvements neglected; if City budgets are inadequate, basic services are provided before planning; if social problems prevail in a community, citizen effort, time and money are channeled in that direction. Problems are cyclical -- the more problems the community has, the more it inherits.

We have often approached our problems with Herculean effort, but the problems seem bigger than we. The mountain is still there. The net effect of all our efforts has still been marginal, timid, episodic and diffused. To eclipse our past efforts and achieve a model environment for city living, we need to engage all public and private interests and all concerned citizens in a pooling of our resources, energies and ideas, with sufficient coordination, planning and action to manage the problems.

Several things will need to be done at once. Environmental planning per se cannot be carried out separately from consideration of personal and community economic and social problems and needs. A comprehensive approach to match the mountainous problems will require a consensus of values, attitudes and principles on which action may be based. These have not yet been attained. Our capacity to change our attitudes and to plan as a community will be tried and tested in the years to come.

ENVIRONMENT GOALS AND OBJECTIVES

I. To provide a Model Neighborhood environment conducive to economic growth to family and community life.

  A. To reduce blight and eliminate or renovate 50% of the substandard structures in the Model Neighborhood within 5 years.

B. To beautify and enhance 50% of the Model Neighborhood to standards prevailing in the AAA areas, within 5 years.

C. To rehabilitate 100% of rehabilitable historic sites within 5 years.

D. To provide adequate municipal services and public facilities within 5 years.

PROGRAM APPROACHES

EV-1. Comprehensive Renewal and Rehabilitation of the Model Neighborhood Area.

This program approach will include renewal, neighborhood development, land use, and code enforcement programs designed to reduce blight; provide adequate public facilities and services; provide adequate housing; and preserve historic buildings in order to create a Model Neighborhood environment more conducive to family and community life and to economic growth. Action will commence promptly in the First Year of Action.

EV-2. Study, Plan, and Implement Plans To Provide Adequate City Services.

This program approach will include a comprehensive study of City Government and related jurisdictions in order to develop new and innovative approaches to the problems of community government; provide incentives through tax and assessment laws; provide for easier citizen access to and participation in community policy making, and for more equitable distribution of municipal that direction. Problems are cyclical -- the more problems the community has, the more it inherits.

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EV-3. Update and Adequately Equip, Staff, Train, and House the Police and Fire Departments.

Part of the staff, training, and equipment needs of these Departments will be met during the First Year of Action.

EV-4. Beautification and Park Development.

This approach will include development of present park sites (for development of a Master Parks Plan, see Recreation); beautification of City entrances; landscaping of public property; development of streets, parkings, curbs, sidewalks, and tree plantings in the Model Neighborhood; a city-wide clean-up campaign and appropriate public information and education services.

CHANGES UNRELATED TO PROGRAM APPROACHES

The property tax system will have to be changed to provide incentives for improvements. Needed changes will be identified and developed by further citizen study and, if possible, a means established to approach them. Financing problems will have to be addressed by future study. The City's tax base, too, needs to be strengthened, and this also will be dealt with in future citizen study. Ways will have to be found to provide a more substantial base for municipal services. Legal restrictions on cities, built in by State legislation, will have to be relieved. The whole area of City-State-Federal relationships needs examination. The community needs to better understand how a community operates.

We have created a complex, often contradictory, often incomprehensible society -- one in which change takes place as rapidly from year to year as previously it did from generation to generation. Our common concerns have led to some recognition of our interdependence; yet we are still paralyzed by many things -- our inability, perhaps unwillingness, to see beyond the daily claims of our lives; our political decentralization and special interests; a natural habit of devoting our energies to support of the noncontroversial; and, perhaps most of all, the demands and complexities which life increasingly calls upon all of us to master. Some means will have to be found if Man in the City is to manage his environment more than it manages Him.

STRATEGY

Strategy of Goals and Objectives

The long range goal speaks of providing a Model Neighborhood environment conducive to economic growth and to family and community life. This broadly stated goal encompasses the effective planning and implementation of many components, both physical and social in nature.

The order of strategy calls for immediate action in reducing blight and decay, to improve the services provided by the City and other agencies, the preservation of historically significant or architecturally unique buildings and general beautification of the City, in that order, are vital to achieving the long range goal.

To accomplish these things, it is necessary to mobilize all the resources of the community, both public and private, toward a common goal. An understanding of what is attempting to be accomplished must be gained, and then the logical and feasible sources of funding must be uncovered and utilized. This will be done by public support of bond issues in some cases, by special improvement districts which are tax supported, and through the effective use of supplemental funds and government programs.

Strategy Among Program Approaches

Those approaches which deal with immediate action projects are seen as top priorities. Thus, the first order of strategy is a comprehensive renewal and rehabilitation of the Model Neighborhood area. This will be accomplished through Urban Renewal activity and Neighborhood Development programs, as well as Code enforcement in selected areas. The preservation of historic sites will not only effect the looks of the community, but will also assist in the economic climate in attracting tourists to the City.

The next approach (No. 4) which calls for action is also tempered by a study of parks, which is necessary before a comprehensive plan is put into effect. The landscaping of public buildings and existing parks all have a beneficial effect upon the general environment of the City.

The third priority is the continuing of studies and planning necessary for a five-year approach. This approach calls for new and innovative approaches to the problems of city government, studies of the tax and assessment laws, and better representation of citizens on planning and policy-making boards.

As a result of further studies, the final priority of approaches is No. 3, which specifically calls for updating the staff, training and equipment of the local police and fire departments and other city functions. Before these things can be accomplished, there must be considerable legislative activity toward channeling funds to cities by the State.

SHELTER

THE SHELTER COMPONENT DISCUSSES THE BASIC PROBLEMS OF HOUSING FOR ALL PEOPLE, AND CONCENTRATES SOLUTIONS IN HOUSING AND SHELTER NEEDS FOR THE LOW AND MODERATE-INCOME GROUP

INTRODUCTION

The purpose of the Shelter program is to contribute to a well-balanced city, and to increase the supply of standard housing of low and moderate cost in sufficient quantity to provide residents a choice.

"Lack of adequate housing and reasonable rent" was identified as a top priority problem by Helena residents contacted in the Attitudinal Survey (April 1968). Other resident attitudes were expressed as follows:

> "Housing in Helena is either real good or real bad. Rent for a single family is outrageous!"
>
> "If rent is reasonable, the place isn't maintained."
>
> "Public Housing isn't bad, except that you can never get in. Besides, there are only three or four units there for large families and they are always full."

The citizen Housing Committee, in cooperation with other Committees and Neighborhood Councils, studied resident needs for housing, the causes, the existing housing market, and developed approaches to resolve these problems.

INITIAL CONDITIONS

1. A serious shortage of decent, safe and sanitary housing available in price and selection ranges for Helena residents.
2. Inadequate income.
3. Condition of housing.

A Serious Shortage of Decent, Safe and Sanitary Housing Available in Price and Selection Ranges for Helena Residents.

Demand for housing in the Model Neighborhood far exceeds the supply. The following groups have great difficulty obtaining adequate housing which they can afford: low or fixed income families; large families; single parent families; students; minority groups; the aged; low-income single working males; and indigent transients and transient families. All have problems finding housing. As there is no central clearing house to which people can come, they face the problem of locating housing that may be available to them.

There are approximately 250 Vocational-Technical students with families in training here this year. Many of these participants are in training programs offered through the Labor Department. All have found housing difficult to obtain. Plans for expansion of Vocational Education indicate that, within 10 years, there will be 3,000 students, the majority from out of the city. The greatest increase in Vocational-Technical School enrollments is expected to take place among those taking the training as post high-school experience, many of who will undoubtedly have families.

There are approximately 2,100 Model Neighborhood residents over the age of 65. Individualism and independence are characteristic of many, and they find it difficult to live in multi-family dwellings. These people have expressed a desire for detached housing, which is scarce. The housing shortage has become even more scarce since 1965. Since then, a total of

170 rooms, in 5 units, have been destroyed by fire, or demolished, with nothing to replace them. Many elderly persons had found quarters in these hotels and apartments.

Approximately 100 Senior Citizens indicated in the Housing Survey (October 1968) that they would be interested in living in a Senior Citizens' home. Another 100 are in need of shelter in a protected environment--a nursing home, personal care home, or rest home--as estimated by the Welfare Department. A number of the elderly in need of such care must find it in other places in the State, leaving behind their friends, family, and familiar circumstances.

A Senior Citizen's housing unit, Penkay Manor, is scheduled for completion this summer. It is a non-profit corporation, sponsored by the Eagles Lodge. This will provide lodging for 87 people in 69 units; 51 units are efficiency apartments for single persons; 18 are one-bedroom apartments for couples. The lower age limit is 62; at least one member of a couple must be this age. The Manor is a modern pleasant, convenient facility, constructed in a style reminiscent of college dormitories. Room and board (three meals a day) will be provided, as will weekly maid service, transportation, and central laundry facilities. Penkay Manor's location in the eastern part of the city is within walking distance of a large shopping center, and in an area generally devoid of landscaping, trees, walking paths, or other such amenities. Landscaping of the immediate area is planned. It is anticipated that this facility will appeal primarily to those Senior Citizens who lead active lives, or who have a wide range of interests. Those whose primary recreational and cultural activities are limited to such as light household duties, caring for pets, gardening, walking, or sitting on the porch swing observing the neighbors and passers-by will either have to consider other housing, adapt, and/or find new outlets.

Helena Manor, a unit to be constructed this year, will provide 12 one-bedroom units for which some elderly individuals or couples may be eligible. Helena's Public Housing, Stewart Homes, has 40 one-bedroom units, in which many low-income elderly have found refuge.

The approximately 200 Model Neighborhood large families (over 6 family members) have a very limited housing choice. Sometimes they are forced to cope with over-crowding; this condition is most frequent among those with limited incomes, although large, middle-income families must pay a disproportionate share of their expendable income for shelter costs. Model Neighborhood families, generally, spend more of their expendable income (26%) in housing than the average family in the Nation (20%)--Federal Housing Authority records. For example, $115 is the minimum monthly local rental cost for a two-bedroom standard home; $100 for a one-bedroom home, which meets housing standards (FHA records). Due to the harsh winters, local utility costs exceed the national average by approximately $100 per unit, per year.

Inadequate Income

Senior Citizens: The approximately 600 Model Neighborhood Senior Citizens who have incomes below the national Poverty Standards (Housing Survey) are in particularly bad straits. Many endure cramped, depressing, and sometimes unsafe quarters. Sometimes they are more isolated than they wish to be, and loneliness accompanies the privacy which is theirs. Many are confined to their quarters by disability or by difficulties imposed by weather, terrain, unsafe steps, lack of elevators or ramps, or anyone to help them on a regular basis. Rent is higher for ground floor apartments than for others. Those who need ground floor accommodations, such as those suffering from arthritis, heart conditions, orthopedic and other handicaps, find it next to impossible to locate housing they can afford and that their health requires.

An indication of resources available to them are as follows: About 1500 Model Neighborhood residents, most over 65, receive Social Security benefits on Retirement. The average monthly benefit is $99. Approximately 135 persons, most over 55, receive Social Security for Disability. An average monthly benefit payment is $122.50. Some Social Security recipients whose net income is below Welfare standards, also receive Public Assistance, as do those elderly or handicapped without Social Security or other resources. 115 Model Neighborhood residents receive Old Age Assistance; 50 Model Neighborhood residents receive Aid to the Blind or Disabled.

An unknown additional number of aged or disabled are eligible for and in need of Public Assistance; but the pride and self-determination of many, coupled with lack of knowledge about the program, prevents them from seeking this. Public Welfare standards are, in any case, too limited to provide the resources for adequate housing. Maximum monthly Welfare allowance for a single person who must pay either rent or mortgage, taxes, and insurance, is $27.50. The utility allowance is $15. Maximum shelter allowance for a couple is $35; an additional $20 is allowed for utilities. The individual in a board and room situation receives a monthly allotment of $140.

Many Senior Citizens who are in need of a protected or group living situation are unable to pay the price, even if such facilities were available. There are only seven rest home beds available in Helena, and the cost of board and room ranges upward from $140 monthly. Intermediate, or Personal Care, facilities for the semi-dependent provide a total of only 65 beds. Thirty-three of these are located in Alhambra Manor, nine miles from the City. Twelve are in Cooney Convalescent Home (a County facility) and are available only to Welfare recipients. Twenty are in the Merritt Rest Home, located in the Model Neighborhood. Rates range from $140 monthly at Cooney, to $175 to $225. These facilities are almost always filled to capacity.

There are 125 beds available in skilled Nursing Homes, for the dependent person, who may be partially or completely bedfast, and is dependent on long-term custodial care. Thirty-nine of these are in Alhambra Manor, nine miles from the City, and cost $9.64 a day; 56 of them are in Cooney Home, at $9.96 per day and available only to Welfare recipients; 30 are in Parkside Manor, at $10.65 a day. The latter facility is the only one located in the Model Neighborhood; all facilities are filled to capacity. An additional 25 beds are available as Extended Care (skilled nursing care, with the emphasis on rehabilitative services and a short-term stay) in Helena's St. John's Hospital, at $14.98 per day. These, too, are fully occupied. Plans are in the offing, though not definite, for a 200 bed nursing home to be built adjacent to this hospital.

Penkay Manor will provide some resource to the low income elderly. It is designed for those with limited income. This is defined as less than $3,600 annual gross income for a single person; $5,100 for a couple. The cost will be $165 monthly ($1,980 annually) for a single person; $260 monthly ($3,120 annually) for a couple. Twenty percent of the units (13) will be available under the Federal Rent Supplement program; maximum supplementation is $55 per person. Thus, the monthly rate to be paid for a single unit, with Rent Supplement benefits, would be $110 (minimum). A double unit, with Rent Supplement would be $155 (minimum).

Families: There are approximately 160 Model Neighborhood families living on incomes below the Poverty Standard (Housing Survey). Of these, about 30 are families composed of six or more persons. Many limited income families live in drafty, hard-to-heat houses that are overcrowded. Bathroom facilities are inadequate, as is storage space. Appliances are in short supply: a burner is out on the stove, the family has no money for repairs; the sink is barely large enough for the dishpan and there is no place to rinse the dishes; hot running water may not be available, sometimes all water has to be hauled. Laundry for a family becomes a depressing struggle when water is unavailable or the only equipment is an old-fashioned ringer-type washer or just a scrub board and a tub located in a dingy, ill-lighted basement. Children and parents in close quarters tend to get in one another's way. It is easier to send the children "outside someplace," though there may be no safe place to play. A place to study may be non-existent. The quality of family life, the motivation to maintain a home, to do the laundry, to prepare three meals a day, to study, to provide stimulation and companionship to children diminishes under such conditions.

Approximately 60 Model Neighborhood families with school-age children (Housing Survey) are living in conditions which, according to Federal Housing Authority standards, are overcrowded. (More than three persons in a one-bedroom home; more than five in a two-bedroom home; more than seven in a three-bedroom home; more than nine in a four-bedroom home, and so on.) Many of these are Indian families, who sometimes find themselves faced with a subtle (sometimes open) attitude of exclusion, when seeking a home. They frequently hear "I'm sorry, but we have no vacancies" but perceive the real reason to be: "Indians don't take care of a place...we don't want to rent to them." Indian cultural values place emphasis on sharing of possessions and home with friends and family. Indian families, therefore, frequently have house guests who stay for varying lengths of time, and this does impose difficulties upon landlord-tenant relationships; and often times results in conditions that are described as "overcrowded" by FHA standards.

Of the 67 Indian families in the Model Neighborhood (Housing and CAP Surveys), about 20% are headed by women, most of whom are supported by Aid to Dependent Children, a Public Welfare Program. The $55 maximum monthly shelter allowance for families of three, four, or five, provided by this program, meets less than half the amount needed ($115) for a two-bedroom standard unit. Average personal incomes of other Indian families is so low that they, too, have selection only among dilapidated structures.

Approximately 770 Model Neighborhood families are headed by women (Housing Survey). Family income, and thus a choice of housing, is generally quite limited. Maintenance and home repair problems become obstacles for those unable to do their own repairs or without the income to hire the necessary services.

Stewart Homes, the Public Housing Project, provides 132 units to those with minimal incomes. Rates, which depend upon net income, begin at minimums of $35 for a single (elderly or disabled) individual and $40 for a family, utilities included. Eligibility is re-examined yearly. A meeting-recreation hall, laundry space, and lawns are provided and maintained by the management. Pets and gardens, as such, are not allowed, though individual residents are given permission to grow flowers and plants around their homes. The demand for units in Stewart Homes is much greater than the number available, and a waiting list always prevails. Relatively few who are eligible actually make application for occupancy because of this fact.

Stewart Homes, the only existing Public Housing, is chiefly built on the "barracks" design. The 72 original units were constructed in the early 1940's and an additional 60 were built in the 1950's. There are a total of 40 one-bedroom units; 56 two-bedroom units; 32 three-bedroom units; and 4 four-bedroom units. Some residents have little of the motivation and personal pride that accompanies private home occupancy. Private yard and garden space, among other amenities which would provide a sense of personal possession and responsibility, are lacking. Privacy is valued, but not attainable. Social alienation seems to exist between residents of Stewart Homes and the rest of the community. The two groups seem not to socialize together. Neighbors of Stewart Homes believe the housing project detracts from their neighborhood, has brought in "social problems," and has "locked up" the neighborhood, tending to down-grade nearby housing values. Some residents of Stewart Homes view themselves as temporary residents of the community; and are often uncomfortable in giving their address. This attitude is in part brought about and sustained by the nature of public housing itself. Community opinion, which includes some of those who reside in the project, is to view public housing as a form of public charity, designed to meet temporary need, and tainted with unacceptability.

Additional programs are underway to provide housing for low and middle income families of not more than seven persons and some single persons and couples of limited means, as well. Almanor, a 60 unit project being built to utilize the Rent Supplement (221-D-3) Program, is currently under construction and should be ready for occupancy in the summer of 1969. To be eligible, families or individuals must be living in substandard housing; or displaced by a program such as Urban Renewal, code enforcement, or highway construction. Maximum adjusted gross income limitations for prospective residents of Almanor are listed below:

Number of Persons	Maximum Yearly Income
1	$3,000
2	3,600
3	4,100
4	4,300
5	4,500
6 or 7	4,700

Limitations on assets, exclusive of household furnishings and similar personal property, will prevail at the rates of $2,000 maximum for those families whose head is under 62 years of age, and $5,000 for those whose family head is over 62. Tenants will be expected to certify their income annually. Rates to be charged will be $150 for a two-bedroom unit, of which there will be 24; and $175 for a three-bedroom unit, of which there will be 36. Utilities are included. Benefits to be obtained under the Rent Supplement Program will be dependent upon family income. Families will be expected to pay 25% of adjusted income. Families with incomes below the Poverty scale will thus be eligible.

Helena Manor will meet some of the housing needs of middle or low-middle income families. It is planned for construction the Spring of 1969, and will likely be ready for occupancy by the Fall of the year. It is being constructed with Below Market Interest Rate funds (221-D-3) through the Federal Housing Authority. Seventy-three units are planned: 12 one-bedroom, 36 two-bedroom, 24 three-bedroom. Gross income limitations are detailed below.

Number of Persons	Maximum Annual Income
1	$5,600
2	6,800
3 & 4	8,000
5 & 6	9,200
7 or more	10,400

There will be no limitation on other assets. As at Almanor, tenants will be expected to certify their income annually. Rates will be as follows: $95 for one-bedroom units, $115 for two-bedroom units, $135 for three-bedroom units--all with utilities. Almanor and Helena Manor are located in the eastern area of the city, close to schools and a shopping center. Laundry facilities will be available at each. Lawn space will surround units and will be management-maintained. There will be no provisions for gardens, pets, transportation, or recreation.

Indigent transient families, of which there are about 20 a month, are housed by the Capitol City Rescue Mission. Prior to March, 1969, there was no shelter for them; and both the Rescue Mission and the Salvation Army arranged lodging for transient families in hotels. Difficulty was encountered in finding units that would accept them.

Single-Person Housing: The housing needs of low income single men and women is primarily for single rooms or efficiency apartments. The demolition or destruction by fire of five hotels and apartment buildings, with a total of 170 rooms, since 1965, has left a real scarcity of available housing. Nothing has been built to replace these structures.

Shelter facilities for indigent transients are exceedingly limited. Both the Salvation Army and the Rescue Mission assist transients, on an emergency basis. Meals, rooms and shower facilities are available for 35 single men: the Rescue Mission has 20 beds, and the Salvation Army 15. The Rescue Mission can now house single women in their facility for indigent transient families. Housing for a period of weeks is available at the Rescue Mission for those individuals who wish to take advantage of the rehabilitation program offered there. Estimates (of the Rescue Mission and Salvation Army) are that at least 3,000 indigent transients per year come to them for food and lodging.

Condition of Housing

A study of housing conditions completed by the City-County Health Department in December, 1965, indicated a general shortage of housing and the presence of inadequate housing. At that time, 18% (1,053) of Helena's available housing units were sub-standard; 1.4% (95) were dilapidated. This was a 100% survey (approximately 8,000 residences) of exterior conditions, and a representative selection of interior conditions. Substandard and dilapidated are generally defined to mean conditions which endanger the health, safety, welfare, or property of residents or the public. Many sub-standard structures were rehabilitable; those described as dilapidated were in such a state of ruin or neglect as to be beyond rehabilitation. Location of sub-standard and dilapidated housing is shown on the map.

Some of Helena's early mansions have been converted into low-rent apartments. Many are inconvenient and congested with inadequate wiring and plumbing for the present number of residents. Many early cabins or shack-type homes have been removed, but some remain, in dilapidated condition and still in use. Numerous structures, though seriously weakened by the 1935 earthquake, are still utilized.

Tenants outnumber owners 58% to 42% in the Target Areas (Housing Survey). Of the rental units, 40% are one-bedroom, 35% are two-bedroom, 18% are three-bedroom, 7% are larger. Thirty-nine percent of the rental units are furnished; 61% unfurnished.

Construction since the 1965 survey has provided housing only in the upper price ranges. Some units then rated as marginal have become dilapidated because of inadequate maintenance. It is estimated that approximately 85% of the dilapidated and sub-standard structures are located in the Target Areas.

Recent inspection within the South Main Target Area by Urban Renewal contractors and staff, disclosed that only 60% of

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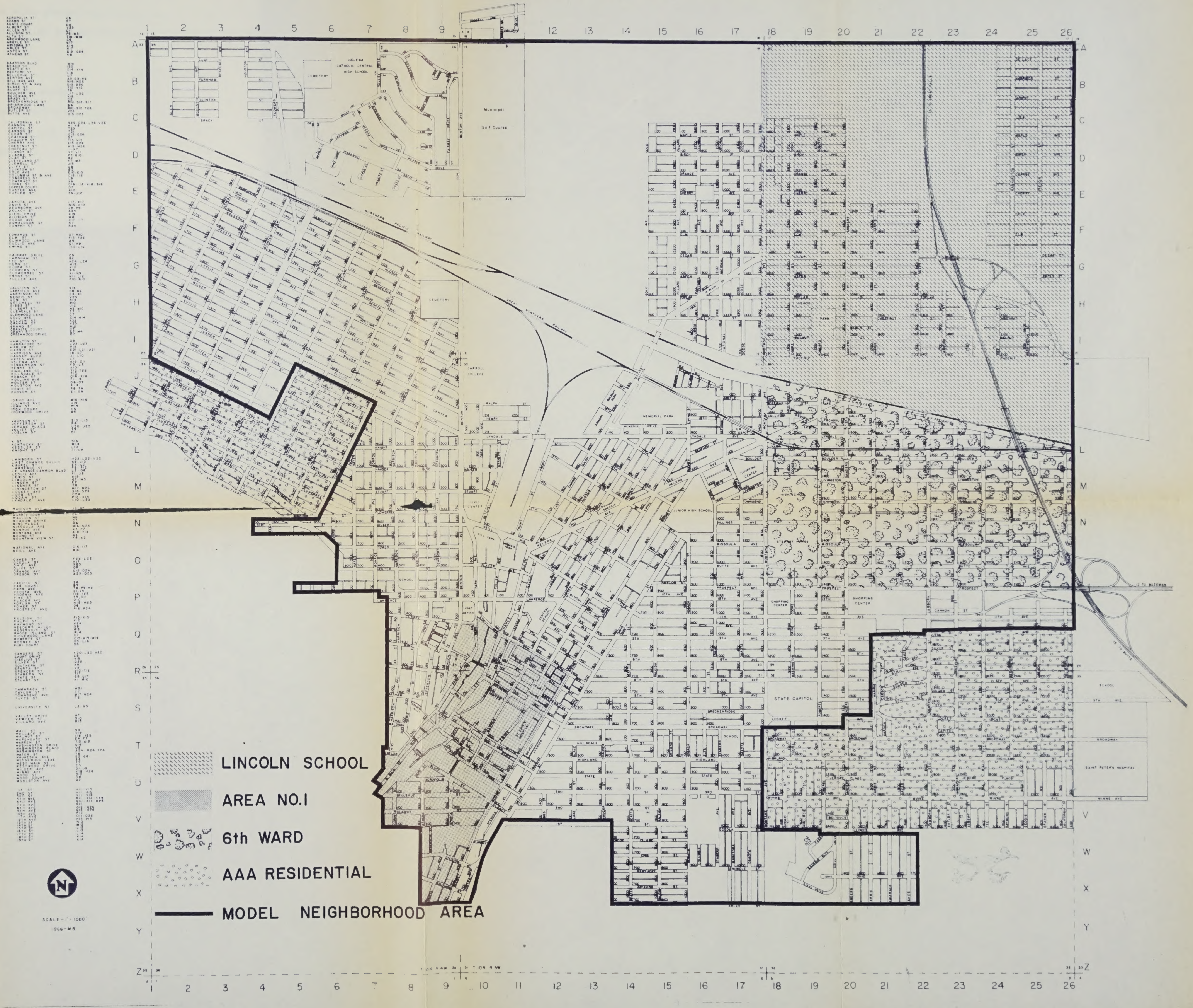
MAP OF
HELENA MONTANA


LINCOLN SCHOOL
AREA NO.1
6th WARD
AAA RESIDENTIAL
MODEL NEIGHBORHOOD AREA
N
SCALE - 1" = 1000'
1968 - MB
STATE CAPITOL
NORTHERN PACIFIC RAILWAY
GREAT NORTHERN RAILWAY
HELENA CATHOLIC CENTRAL HIGH SCHOOL
CEMETERY
Municipal Golf Course
CARROLL COLLEGE
MEMORIAL PARK
CIVIC CENTER
SHOPPING CENTER
SAINT PETER'S HOSPITAL

the total residences within the area are serviced by sanitary sewers. The other 40% are serviced by septic tanks or cesspools. Although no known health problems result from the use of septic tanks or cesspools, the potential for health problems does exist. There are approximately one dozen homes in the area with either out-houses or an out-door bathroom. Adequate ventilation and wiring are as scarce as adequate plumbing.

BASIC CAUSES

The study revealed that a great many reasons exist in complex inter-relationship; the major ones are identified here:

The tax structure is not conductive to property improvements. It provides for increased assessments for additions and improvements. This has the negative effect of "rewarding" the owner who allows his property to decay and penalizing the owner who makes the extra effort to add to the appearance and value of his property.

Inadequate incomes of some property owners will not permit them to make improvements, even though they wish to do so. Some residents do not have enough money to purchase or rent adequate housing, or to receive and repay loans for home improvement or construction. 22.5% of Model Neighborhood residents have incomes below the Poverty line (refer to Social Welfare Component for further details). Average annual take-home pay for labor and craft workers is approximately $5,500; for clerks it is approximately $3,500; for the unskilled, semi-employed, and for most working women the average is about

$3,000. The monthly amount available for housing is $92, $58, and $50, accordingly. (Housing is figured at 20% of expendable income.)

Absentee landlords are not readily accessible to community comment and criticism. Many homes have passed into the hands of those whose principal motive is investment on rentals. In some cases, little or no profit can be made on the investment if income from property has to be reinvested in improvements, renovation, and higher taxes.

Housing demand, which is much greater than the supply, provides an environment in which property improvements to meet competition are not necessary.

Construction costs are 20% higher than the national norm, according to the FHA. Contributing factors are low volume of construction and high material cost, chiefly due to high transportation costs to this area. Climate shortens the building season. Utilization of new building technology is thereby limited.

Age of Structures: The present low property value of most older structures, combined with high cost of rehabilitation, makes rehabilitation impractical.

Financing for home purchase and repair has been limited. Large down payments, up to 25%,are required to purchase homes. FHA insured loans are unpopular with lending institutions, because the net interest rate is lower, and supply of money for this purpose very limited. Current local conventional rate on home mortgage loans is 7 1/2% to 8%. FHA insured Home Improvement Program loans carry an interest rate of 5 1/2%. Loans for such improvements as carpeting run about 6 1/2%. There are no mortgage companies operating out of Helena which can furnish community residents with insurance company funds to permit the low down payment on FHA insured loan purchases.

Lack of zoning and code enforcement: Zoning ordinances have only a twenty year history in Helena and thus have had no influence upon development of older parts of the city. Some of these areas developed without relationship to adjacent areas; without consideration of provision of city services and traffic circulation; without consideration of the location of public and commercial facilities; and with an unplanned mix of residential, commercial and industrial, and open space land usage. Until 1968, there was no effort to assist owners in maintaining their property through city inspection in relation to housing codes. As a result, many of the owners were unaware of city codes, or what could be done to rehabilitate housing.

Inadequate public education and information: Many residents are unaware of code enforcement and zoning ordinances; of how to obtain a loan; of what resources, though limited, do exist for construction, rehabilitation, location, renting, and financing of housing.

DEFICIENCIES IN DELIVERY SYSTEMS

Construction, location, and maintenance of housing has traditionally been considered an individual problem and responsibility.

The Housing Market works rather well for its managers, but not for its customers. It is seen in the traditional free enterprise vein as an outlet for venture capitol; not as provision of a necessary service to a group in need of the service. Does anybody build housing for the poor? The minorities? For large families? Little of this is done; primarily because the risk to investment is great. Shelter, though essential to man's needs, is still basically a free market enterprise--even though the market economy fails to meet the shelter needs of a great many citizens. The idea that provision of adequate shelter is a joint and community responsibility is relatively new, and not generally accepted. The first Federal housing assistance acts, passed in the 1930's, were contested, for it was thought that conditions of individual life should be determined competitively, and were no concern of government.

Since that time, there has been increasing acceptance of the fact that many people are caught in circumstances beyond their control, and that, in any case, their problems eventually affect all. Community acceptance of responsibility for provision of basic needs, including shelter, has resulted in additional programs designed to provide adequate shelter for those without it. The first Federal Assistance to the ill-housed came in the form of the Public Housing Act of 1938; and Stewart Homes, Helena, was built shortly thereafter, under provisions of this act. Despite growing demand for additional housing assistance, Congress has, until recently, placed such stringent limits on construction costs that, in spite of sometimes heroic efforts by designers and administrators, Public Housing is seldom an attractive neighbor. Moreover, it concentrates the poor and all their problems. The "charity" stigma has stuck to it.

Housing design, location, etc., is closely linked to income levels, to age, and family size, to the way people live, to recreational, cultural, and social outlets. The housing market, as it exists, is poorly suited to meet individual needs of low income families.

The Housing Industry has never been able to produce a product that all could afford. There is reason to doubt that it could do so, without subsidy. Housing design, location, etc., is closely linked to income levels, to age, and family size, to the way people live, to recreational, cultural, and social outlets.

Helena Housing Authority, the commission which administers Stewart Homes, has viewed its responsibility as management of existing Public Housing--not as examining the housing needs of community residents, or developing solutions to their problems. The community has, by and large, viewed them in the same light, as property managers, and as such they have done well.

The City of Helena exercises some controls and restrictions, in areas which have to do with the quality of housing. Zoning Ordinances were first adopted in November, 1948. An in-house Planner and Assistant were added to the City-County Planning Board in July, 1968, to coordinate and assist all agencies and groups in development of the Planning Board jurisdictional area.

Good progress has been made on code review and enforcement, relocation plans, and zoning ordinances. Areas of the City requiring concentrated code enforcement are being delineated. The Comprehensive Plan for Helena has been developed and the following planning studies have been completed or are in process:

1. Land-use and marketability.
2. Zoning Ordinance and Map.
3. Comprehensive Circulation study (traffic and transportation).
4. Delineation of neighborhood areas and boundaries.
5. Study of characteristics of families affected by poor housing.
6. Information on conditions of blight, causes of blight, and identification of steps needed to eliminate present and prevent future blight.
7. Capital improvements (streets, curbs, boulevards, etc.).
8. Community facilities.
9. Sewer and water, city-wide (application made).
10. Subdivision regulations (pending).

A revised Zoning Ordinance has just been adopted by the City of Helena. Processes for variance requests and zone changes have been clarified. A portion of the central business district has been designated an Urban Renewal area. Housing, relocation, structure and code enforcement surveys have been completed in this area.

Uniform Building and Housing Codes have been adopted and a program of systematic code enforcement began in September, 1968. Coordinated inspections by the Housing Code Enforcement officer, the City-County Health Department Sanitarian and the Fire Prevention Bureau Inspection officer have been achieved. Where necessary, plumbing and electrical inspection have been called for. These cooperative efforts have provided a comprehensive picture of evaluated property.

The Fire Prevention Bureau was established in 1967, to update the fire ordinance, to carry out inspections, to develop training programs for firemen, and to manage public information in relation to fire prevention.

All inspection departments have citizen review boards or boards of appeal to deal with injustices or complaints brought to their attention. The City Commission refers complaints to the various review boards and acts on their recommendations.

The Relocation Department, established in July, 1968, under the general direction of the Urban Renewal Department, is closely co-ordinated with code enforcement. Assurance will be given by Relocation that housing resources are available for residents in danger of displacement.

SHELTER GOALS AND OBJECTIVES

I. To provide a selection of standard housing for all Model Neighborhood residents in price ranges they can afford.

   A. To increase the supply of rental, leased and owned family housing available to low and moderate income families by 500 units, in 5 years.

   B. To increase the supply of housing for low and moderate income singles or couples by 300 units, in 5 years.

   C. To provide 200 additional beds in sheltered care facilities (rest homes, personal care and nursing homes) in

5 years.

II. To improve the quality of existing housing.

A. To Bring 100% of Model Neighborhood housing up to standard by mid-1974.

PROGRAM APPROACHES

SH-1. Rehabilitation of Sub-Standard Housing.

This program approach will include several rehabilitative activities, emphasizing those designed to assist low and middle income families presently living in substandard housing. Action will commence promptly in the First Year of Action.

SH-2. Codes and Enforcement.

This program approach is designed to insure all Model Neighborhood individuals and families standard and adequate housing. Codes will be studied, evaluated, and up-dated as necessary; code enforcement programs will be extended and strengthened.

SH-3. Provision of Additional Housing to Low and Middle Income Residents.

This approach is intended to provide a supply and selection of standard housing to all Model Neighborhood residents. New housing will be constructed.

SH-4. Relocation and Information Assistance and Services.

This approach is designed to provide citizens with Relocation Assistance and services; and with information relative to construction, purchase, lease, or rental of housing; and to provide investors with relevant information regarding the housing market, and encourage their participation in meeting local housing needs. First Year Action will see completion of the Urban Renewal Area Relocation Study, and planning for futher development of projects to this approach.

CHANGES UNRELATED TO PROGRAM APPROACHES

It is anticipated that many changes will accompany Program Approaches. Changes will be brought about in community attitudes toward the poor and toward charity itself, by demonstration of the good effects on individual lives of housing programs. Public Housing on a scatter plan basis will bring the poor and the middle-imcome resident closer together. This is seen as having positive results for both: communications should improve, and acceptance and understanding of each group for the values and attitudes of the other should grow. The attitudes of sub-groups, such as the poor, and the Indian, may change in ways which will lead to more adequate adjustment and socially acceptable behavior. The community attitude generally should provide a more hospitable environment for those presently subjected to rejection, discrimination, or excluded from full participation in community life.

Other changes unrelated to program approaches will have to be brought about in the tax structure. Hopefully, it will be possible to provide incentives through changes in the tax system.

This will require citizen committee study in Year I; and appropriate action in years to follow. This appropriate action will have to include changes in both State Laws and City ordinances.

STRATEGY AMONG GOALS

The first order of priority is stated in Goal I, which speaks of providing a selection of standard housing for all model neighborhood residents in price ranges they can afford. This is most important, because of the deficiency in the housing market to date. Immediate steps have been taken to correct this deficiency, and the strategy of involving the private sector, public housing authority and federal housing programs in the action years ahead will further this goal.

Goal II is the achievement of improving existing housing. This is a second priority for the reason that before you can improve the existing housing market, there must be sufficient housing available for relocation of residents. To achieve Goal II, such programs as Code Enforcement, Urban Renewal and/or the Neighborhood Development program must be planned and implemented.

STRATEGY AMONG PROGRAM APPROACHES

In assessing strategy among approaches, key consideration has been given to the wishes of the Model Neighborhood resident, housing costs, available resources and administrative machinery available to carry out programs.

The first priority is Program Approach 4 concerning the relocation assistance and information service to residents. Although this would normally follow an approach of construction or rehabilitation, we do have several units already under construction, and hence relocation will be a prime concern during the First Action Year.

The second priority is Approach 1 which deals with rehabilitation of sub-standard housing. This will be accomplished in coordination with new housing supply and the wishes of the people. It is expected that this activity will be undertaken as early as mid-summer of this year.

The third priority is Program Approach 3. This approach provides additional housing to low and middle income residents. It is somewhat less feasible than rehabilitation due to costs of land acquisition, housing design and availability of an administrative structure in which to work.

Program Approach 2 is given fourth priority, not because of importance, but because it is seen as playing a supporting role in relation to the other approaches. The approach of Codes and their Enforcement are often times consuming from the standpoint of seeking change in administrative and legislative procedures.

HEALTH

THE HEALTH PROGRAM IS DESIGNED TO MAKE MARKED PROGRESS IN REDUCING ILL HEALTH THROUGH PREVENTIVE SERVICES TO THE DISADVANTAGED OF HELENA

> "Should be designed to make marked progress in reducing ill health and to provide health services necessary to serve the poor and disadvantaged in the area."

> "The doctor told my wife she had to have an operation last year--we kept putting it off because we didn't have insurance and no one to take care of the kids. It's pretty tough on $290 per month."

> "It's too embarrassing for me to go look for work with my teeth in this shape."

The Health Committee, composed of Model Neighborhood residents, professionals, and health agency representatives, has studied the problems of health and sanitation in the Model Neighborhood in order to plan for new or improved and expanded services to meet these problems. In doing this, they brought up the inter-relations between ill health and poverty, between health and housing, between health and welfare.

The Model Cities Agency conducted a Housing and Social Needs Survey which pointed up problems. Information was also gathered from the Division of Vital Statistics of the State Department of Health, the Lewis and Clark City-County Health Department, and other official and voluntary agencies involved in health services. After reviewing the facts on hand, the committee has agreed that the following problems are found in the Model Neighborhood.

INITIAL CONDITIONS

Communicable Diseases	The rate of immunization for polio, DPT, measles, and smallpox from 34 to 76% for first graders, but from 6 to 36% for sixth graders. (State Department of Health Survey, 1968)

> Of 826 individuals tested for Tuberculosis, by the local Health Department, 71 needed referral for further diagnostic tests. (City-County Health Department, 1968)

> Streptococcal infections are particularly prevalent in the Model Neighborhood. (City-County Health Department)

Emphasis on immunizations has been placed on children entering first grade. It is a part of their enrollment in school that they present a record of immunization. A strong immunization program has been carried out by the local Health Department for years. Yet, it is obvious that parents are not aware of the necessity of continual booster shots--or they forget easily which ones should be taken care of and when. Smallpox immunization has the lowest rate in both groups--perhaps an indication of general acceptance that this disease has been conquered.

We do not know how many of the 71 positive reactors to the TB tests were later diagnosed to have tuberculosis. The presence of over 400 Indians in Helena may have some effect on the Tubercular population because areas with a high proportion of Indians do have a higher TB rate. Lewis and Clark County reported four cases in 1967 (as compared to Gallatin County with the same population, which had none reported and which has almost no Indians).

The entire Rocky Mountain region has a high prevalence of streptococcal infection which may lead to rheumatic fever and its complications. Parents in Model Neighborhood receive frequent warnings from the public health nurses that sore throats may be serious and should receive medical attention. Our cold, snowy winters may encourage this kind of an infection--all the more probable for those children without adequate clothing to protect them from the wet and the snow.

Chronic Diseases

The Model Neighborhood scores high on the number of rheumatic heart disease patients. (City-County Health Department and the American College Health Association)

Leading causes of death for Lewis & Clark County in 1967 were heart (122), cancer (80), and accidents (16). (Division of Vital Statistics)

The deaths from cancer in 1967 in the county were 200.6/100,000 as compared to the state rate of 143.2/100,000. (Division of Vital Statistics)

Handicapping Conditions

There are a known 218 persons in the Model Neighborhood with a severe physical or mental handicap. (Vocational Rehabilitation State Survey, 1968)

There are 45 disabled persons from the Model Neighborhood new in attendance at sheltered workshop facilities outside the state.

The figure cited from the Vocational Rehabilitation survey is considered to be low. Statistics were gathered from the schools for the children and from health and social agencies for the adults. Handicapped persons not known to agencies were not reported. Handicaps are a particular problem in Helena because of the lack of training and employment potential here. When able men cannot find work, the disabled are even less likely to find it. In addition, our long cold and often icy winters, plus the absence of a public transportation system, make it difficult for disabled persons to get out and take advantage of existing resources.

Maternal and Infant Care

The Model Neighborhood has a prematurity rate of at least 8.3 compared to 7.3 for the state for the period 1965-67. (Division of Vital Statistics)

There are estimated 617 women of child-bearing age in low-income families who are without regular family planning services. (City-County Health Department, 1969)

In the period 1962-67 the rate of infant deaths for the county was 28.4/1000 as compared to the state rate of 24.5/1000 (Division of Vital Statistics)

Many mothers in the Model Neighborhood delay going to the doctor early in pregnancy. There are no public health services to help these women. We are just now beginning to get some television announcements about the importance of prenatal care and little else is being done.

Dental Care

The DMF (decayed, missing, filled) rate for 7 year olds in the Model Neighborhood is 1.36; for the 10 year olds is 3.53; and for the 13 year olds is 5.97. (Public Health Survey, 1963)

The rate of fluoride in the periodic Missouri River water supply is 0.8 parts per million and in most of the city water is zero compared to the recommended rate of 1.0 to 1.2 parts per million. (Department of Health)

24% of adults enrolled in the Concentrated Employment Program from the Model Neighborhood, had teeth in such poor condition that further treatment was recommended by the examining physician. (CEP records, 1968)

County medical assistance is not available for the purchase of dentures except in rare instances.

There are 16 private dentists in Helena available to Model Neighborhood residents. This is a rate of 65.9/100,000 as compared to a nationwide average of 54.1/100,000. We have the resources available for dental care. Our problem has been to get the people to the dentist. The lack of money or dental insurance plans is one obstacle. One committee member cited her experience of needing dentures, but she needed a $150 down payment before the dentist would accept her for treatment. That much she did not have. Dental care is not provided as part of the Concentrated Employment Program.

Another obstacle is the common attitude that one goes to the dentist for a bad toothache, but otherwise this is not a priority for spending money. This means that a number of adults wait until their teeth need to be pulled--and then, where do they get the money for the dentures? The C & Y Clinic has even found several children in need of full dentures.

Eye Care

One out of four school children in the Model Neighborhood need eye care. (Estimated by the Helena Optometric Association, 1968)

Five persons in the Model Neighborhood receive aid to the Needy Blind but 63 additional adults and children receive either vocational rehabilitation or medical services from the Division of Blind. (State Public Welfare Department Statistics, September, 1968)

The statistic on children in need of eye care seems high in light of the experience of the C & Y Clinic. All children enrolled are screened once a year using the T/O Vision Tester. Of 1128 children, 93 were referred for visual examination to Ophthalmologists or Optometrists.

Families in the Model Neighborhood can be assured that their young children are receiving screening for eye problems if they are under care of the C & Y project. Once a child reaches the age of 16, however, this service terminates. Unless the child has a severe problem he is not likely to receive further services.

Problems of Elderly

There is a shortage of 54 skilled nursing home beds in Helena. (State Plan for Medical Facilities, 1968)

There are an additional 50 elderly persons in need of some supervised care. (Welfare Department estimate)

The special nutritional needs of the elderly have been recognized by the Health Committee.

Most senior citizens want to stay in familiar surroundings or near the ones they love. Model Neighborhood residents do not have the choice of housing or extended care facilities which they need in order to stay at home or even in Helena near their friends. Although Model Neighborhood drug stores give special rates on prescriptions to senior citizens, grocery stores do not--and food is one place to cut corners on the budget. Lack of a good diet may become the reason for an older person being sent to "a home" by his relatives. Another problem is that not all available Nursing Home beds are within the financial means of the elderly of the Model Neighborhood.

Emotional Problems and Mental Illness

Accidents are the third major cause of death. (Division of Vital Statistics)

Suicide is the fourth major cause of death in the county, yet it is rated very low as a cause of death statewide.

The Model Neighborhood has a high rate of alcoholism, divorce, one-parent families, substandard housing and unemployment. (See Social Services Component)

These statistics indicate social and emotional problems faced by Model Neighborhood residents for whom there is very little help available. The climate of a "government town" appears to be conducive to emotional problems. Yet, there are meager resources to which persons in trouble can turn. This is further discussed in the section on Delivery of Service in this component, and in Social Services Component.

Environmental Sanitation

There is only one Sanitarian for the entire county, covering 3,512 square miles and over 30,000 people--leaving serious gaps in sanitation services.

There is widespread disregard for the garbage code. (Health Committee report)

Anyone eating out in public or walking along a Model Neighborhood street will see the need for more adequate enforcement of the environmental sanitation standards. Particularly noticeable are scattered papers and garbage. Many people rebel at the strict garbage container requirements--others ignore them--others don't know them. There is little enforcement of the garbage ordinance. Although Helena has a leash law for dogs, any block has dogs running loose, tipping over garbage cans and scattering the contents. Children can too often be found playing in the same area. Committee members felt this was a real problem.

BASIC CAUSES

The Health Committee recognized that the causes for health problems are as inter-related as the problems--that lack of health manpower can be both a problem as well as a cause of problems--that causes for health problems overlap with causes for social problems--that physical environment affects both mental and physical health. However, they were able to agree on the following basic causes for the problems as stated earlier.

1. Lack of preventive services. In the field of mental health, chronic diseases, communicable diseases, physical handicaps, maternal care, dental care, and eye care, prevention can either eliminate or lessen a later problem. The specific areas that affect the Model Neighborhood and cause this lack of preventive services are:
    a. There is not a full-time, adequately staffed health department. Thus environmental problems, like garbage, can go untended. New services which might be initiated, e.g. family planning, have not received attention because there was no time to get them started. There is no health educator, no nutritionist, and no social worker on the regular Health Department staff. Another Sanitarian is required to bring the Department up to full capacity.
    b. There is little health education being done. Alcoholism education is one of the surest ways of prevention of alcoholism--yet it is a small part-time effort in the Model Neighborhood. Mental Health education is also one of the surest ways of prevention of mental and emotional problems--yet, almost none of this is done.

c. There is no planned prenatal or family planning service available to Model Neighborhood residents except that provided by private physicians. Because of finances or lack of knowledge, too many women put off seeing their physician until the late months of pregnancy; some are too timid to discuss family planning with their busy doctor.

d. Helena has no fluoridation of its water and thus lacks this preventive measure.

e. There is probably a lack of preventive nutritional services, although this area was not fully explored and needs more local study.

f. There is also a lack of full utilization of what preventive services we do have--due to lack of motivation, lack of education, and lack of transportation on the part of many.

g. There is little provision of supportive services to help people use preventive care--for example, the outreach worker who can help a patient get to the doctor.

2. Lack of adequate financing of health services. The City of Helena provides one mill for health services or $18,000. The City's general fund is limited by law. This severely limits the amount of funds they can contribute to health services. The county provided 1.4 mills for the City-County Health Department or $47,784 in fiscal year 1969. Any additional moneys must come

from state or federal sources. The County millage could increase to 1.5 mills, but there is a reluctance on the part of the County Commissioners to increase any mill levy without widespread citizen support.

In addition to lack of public support for health services, individuals and families are limited in their ability to pay for health services. This acts as a major deterrent to the use of private facilities and services. There is a group of families which is not eligible for public assistance (thus disqualified from Title XIX Medicaid) and yet too poor to afford medical attention. When medical attention is sought, it is likely to be for major or emergency situations so that earlier care is neglected.

3. Lack of public awareness. The availability of additional finances is often determined by the willingness of the public to pay for new services. When queried about the adequacy of medical care and hospitalization in Helena, people who live in the urban renewal area rated it lower than people in the rest of town, but they still rated it somewhat above average. (MSU Survey, 1968). When asked to rate the provision of care for underprivileged children, the aged, and the handicapped, the lowest was one point below average as seen by people in the urban renewal area and .5 point as seen by the rest of the population. The Model Neighborhood residents then are more aware of inadequacies in health

services than are others--perhaps because they have more difficulty in paying for it or "getting to it." In addition, these people are less likely to influence the public officials who are in a position to provide more adequate care.

Another indication of the lack of concern by Helenans for health services can be seen in the unwillingness of the County Commissioners to designate a representative to a Regional Mental Health Planning Board. Lewis & Clark County is one of nine counties in an unorganized region. The Commissioners have been asked by one group (Helena Community Council) to name a representative. Doubtless the lack of support from the general community has allowed them to put off this issue.

4. Legal Restrictions. The County Commissioners, as the administrators of the county, are responsible for county public health. The City Commission is responsible for city public health. Both Commissions appoint two members to the Board of Health--those four appoint one who is acceptable to all. The County Board of Health sets policies of the Department within the framework to levy taxes to support the program. Thus, it is the commissioners who actually control the program. With the multitude of other interests and responsibilities of the commissioners, it is difficult for them to understand fully the health needs of the community.

Another restriction to adequate medical care is the fact that Montana does not have an ADC-UP statute for public assistance to families of unemployed parents. This eliminates these families from eligibility for Title XIX, Medicaid. (See Social Services Component)

DELIVERY SERVICES

The Lewis & Clark City-County Health Department is the prime deliverer of health services to the Model Neighborhood. Staff includes a part-time Health officer, one full-time sanitarian, 2 1/2 full-time and one half-time public health nurses, two school nurses, one secretary and one clerk. The Health Department fulfills, in so far as possible, the requirements of the state statutes on public health.

It has been conducting a concentrated monthly immunization clinic for all children of the county for many years. There is no cost to the parents. Approximately 200 children are brought to the Clinic each month--held in the new quarters of the Health Department, a bright, cheerful, spacious area located in the Old St. Peter's Hospital. It is situated in the Model Neighborhood, close to downtown, and has ample parking spaces. The large bulk of immunizations given are to the pre-school age children. Not as much emphasis is placed on the older children receiving booster shots.

Tuberculosis Tine tests are given to the public twice a month by the Department. These tests tend to focus upon food handlers, people who have been in contact with known TB cases, teachers, students, and the CAP Mainstream crew.

Health education is primarily the duty of the public health nurses in the homes and of the school nurses in the schools. Areas of concern are for education on tuberculosis, venereal disease, cancer, alcoholism, drug use and abuse (see Education Component). Cooperation with the schools is good in provision of eye screening (Snellen) by teachers and the school nurses.

The Department supervises an annual amblyopia exanopsia (lazy eye) screening program for pre-school children. Volunteers are trained to use the Illiterate E Chart. Youngsters who fail the test are re-screened by public health nurses before referral for a complete eye examination. About 3000 children have been screened since the program began several years ago. Of these, 3% required referrals for complete examination.

In addition, the Department is charged with inspections and control of milk, meat, air, child care facilities, schools, potable water protection, swimming pools, private sewage disposal, solid waste disposal, insect and rodent vectors, and special services. The county includes 3,512 square miles; the distance from Helena to the farthest town is a 164 mile round trip. The addition of the urban renewal, code enforcement, and model cities planning to the Sanitarian's schedule has diluted all environmental health efforts--a direct contradiction to the environmental sanitation improvement programs in which he is to engage. A City Application has been made to HEW for a new solid waste program.

The Department is the sponsor of a Comprehensive Health Services Project (Children and Youth Project, #633) which provides free medical services to approximately 1200 children, primarily from the Model Neighborhood, ages 6 weeks to 16 years. The method used is a combination clinic-referral approach. Children are first screened in a clinic held at Shodair Hospital. Diagnostic, screening and preventive services are given by a physician, dentist, speech and hearing therapist, nutritionist, psychologist, public health nurses and health educator. A vacancy exists for a trained social worker. Laboratory screening involves complete urinalysis, complete blood count, cultures, X-rays and any other tests as indicated.

Children are referred from the clinic to private physicians and dentists for treatment. Hospitalization is included where needed. Follow-up is done by the C & Y staff to insure that the treatment is received.

Children sixteen years or older are excluded from the C & Y Project because of limited funds. Medical services for these children must now come from their own families or from Medicaid if eligible. Pregnant girls under the age of 16 are also excluded, apparently because of some program limitation. This can work a real hardship on teenagers from low-income families. It appears to be a contradiction to the idea of comprehensive services.

Application is being made to the U. S. Department of Agriculture for a Supplemental Food project to correct existing nutritional deficiencies. This will allow the Health Department to provide nutrition on the spot to children who need it.

Financial eligibility requirements for C & Y families is $4300-$4900 for a family of four, plus or minus $600 for each dependent above or below four in a family. Provisions have been made for families of a higher income to participate with a pro-rated deductible payment by the family.

The Social Security Administration administers the Medicare Program (Title XVIII of the Social Security Act). Medicare provides for two related national health insurance plans for the over-65 group. These cover all Model Neighborhood residents aged 65 and over (approximately 2500). The first of these plans is a basic program of major medical coverage (hospital, post-hospital or Extended (nursing) Care, and home nursing care by registered nurses). The second plan is a voluntary program of supplemental medical insurance (SMI). This provides coverage for physicians' care, outpatient hospital care, additional home health services, outpatient physical therapy and limited ambulance service.

Both programs have limitations and some deductibles which must be met by the beneficiaries. The SMI cost to recipients is $4 monthly. These factors are a hardship to the low-income elderly who are not able to pay for uncovered items or finance the costs of co-insurance (to cover the deductibles and extend benefits under private insurance plans), or who do not qualify for public assistance. For those who do qualify for and receive public assistance (fewer than 200) the cost of co-insurance is met by the Department of Public Welfare.

The Lewis & Clark Welfare Department administers the

Title XIX, Medicaid program. There were 391 single individuals and families certified for Medicaid in September, 1968. In addition, the County poor fund has an allocated $2000 for county medical assistance for general assistance to families and transients. Another $226,900 supports the Cooney Convalescent Home, a county-owned and operated facility (see Social Services Component).

The welfare department also administers the Food Stamp Program aimed at enriching the nutrition of low-income families (see Social Services Component) .

The Mental Hygiene Clinic located in Helena is directly responsible to the Director of the Mental Health Division, State Department of Health, who is also the Administrator of the State Hospital at Warm Springs, the state facility for care of the mentally ill and alcoholic. The Helena Clinic serves a seven county area and has a staffing pattern of a psychiatrist-director, a clinical psychologist, a psychiatric social worker and a secretary. For the past two years vacancies have existed for the social worker and the psychologist. As a result, the psychiatrist is literally swamped and can handle only emergency situations, community educational projects and short-term therapy. Clinic therapy is available to all on a sliding fee basis and free to those of low incomes. It is located in the 6th Ward Target area--a walk of at least a mile for many in the downtown area (see Social Services Component).

Shodair Crippled Children's Hospital is a statewide nonprofit hospital which provides general pediatric surgery as well as eye, ear, nose, throat and orthopedic surgery. Children up to 16 years of age from the entire state are admitted by their own physicians regardless of ability to pay. There are 22 beds available. Shodair has just completed a fund drive to add a new wing to the hospital which will make possible additional services to the older teenagers and enable them to do restorative work aimed at vocational rehabilitation. This Hospital provides space for the C & Y Clinic of the City-County Health Department.

In addition, Helena has two other private hospitals--St. Peter's and St. John's, providing a total of 180 beds. St. Peter's offers Home Health Care and served 67 patients with 1264 visits in fiscal 1968. Services include nursing, speech therapy and physical therapy. To date the requests have not been large enough to justify a home health aid unit as referrees have come entirely from physicians. Plans are to publicize now that referrees can be made by anyone even though the doctor continues to "order" the treatment. This should help increase utilization.

The Veterans' Administration Hospital located on the outskirts of Helena served approximately 400 veterans from the Model Neighborhood in the hospital and provided outpatient services to approximately 100 others during 1968. Veterans are referred from this hospital to other VA hospitals if specialized services are not available here.

Sheltered Care facilities are limited for Model Neighborhood residents. There is an approximate 200 bed shortage in the types of facilities indicated below, necessitating makeshift living arrangements, or a move away from the resident's home community (refer to Shelter Component).

SENIOR CITIZENS HOMES.

This type of facility is for the independent Senior Citizens. No supervision is offered. Couples may live together and no state licensing is required.

Beds available by July, 1969, 89 at Penkay Manor.

REST HOME CARE.

This facility is for the relatively independent person who can care for himself, who needs no special diet, who is satisfactorily adjusted, is active within his physical potential and who is able to make relatively constructive use of his free time. Supervision limited to individual needs is offered. These facilities are usually segregated (no facilities for married couples to live together). These facilities must be state licensed.

Beds available: 7, not licensed.

EXTENDED CARE (refer to Shelter Component).

INTERMEDIATE CARE HOMES (also known as PERSONAL CARE).

This facility is for the semi-dependent person who needs some degree of help in dressing, personal hygiene, eating, taking medication and who usually needs some degree of encouragement and assistance for activities of daily living. They may need assistance in walking or in using a wheelchair or other appliance. Supervision is fairly close, for the individuals for whom this type of care is designed may occasionally be confused or quarrelsome and uncooperative. They may not be motivated to socialize or become involved in activities. These facilities are state licensed.

# of beds	Facility	Monthly Rate	Availability Usual Occupancy
20	Merritt Rest Home	$175 to $185	full
12	Cooney Convalescent Home (county facility)	$140	full;County or Medicaid patients only;located just outside City and MNA

# of beds	Facility	Monthly Rate	Availability Usual Occupancy
33	Alhambra Manor	$225	full- 9 miles from City and MNA

SKILLED NURSING CARE HOMES.

This facility is for the dependent person who may be partially or completely bedfast, unable to care for personal hygiene, needs to be fed, may be incontinent, confused or unaware, or unwilling or unable to participate in activities; who has little interest in his/her environment, etc. Emphasis is on long-term, custodial care and under much supervision. These facilities are state licensed.

# of beds	Facility	Daily Rate	Availability Usual Occupancy
30	Parkside Manor	$10.65	full; too crowded
56	Cooney Convalescent Home (county facility)	$ 9.96	full; County or Medicaid patients only (in county, outside of MNA)
39	Alhambra Manor	$ 9.64	full; 9 miles from City and MNA

EXTENDED CARE FACILITIES.

This facility too is for the dependent person. The emphasis is on rehabilitative services of all kinds. This facility is intended as an extension of hospital care and for those whose primary needs are for rehabilitative and nursing care, prior to returning to their usual residence. These facilities are state licensed.

# of beds	Facility	Daily Rate	Availability Usual Occupancy
25	St. John's Hospital	$14.98	full; private and Medicare patients in City, outside MNA

Other institutions serving the elderly are discussed in the Social Services Component. The Odd Fellows Home and the Masonic

Home obviously limit the intake to lodge membership. They are several miles out in the valley and are often forgotten by Helena residents. The other facilities offer service to a limited number. Some of the beds are beyond the financial reach of Model Neighborhood residents. A new private skilled nursing home is contemplated to accommodate another 100 patients. Several difficulties may keep this facility from becoming a reality (also see Shelter Component).

The Rocky Mountain Development Council, Inc. (CAP) operates a Head Start program for 120 children. Medical, dental, speech, hearing, psychological and social services for each child are provided. All children are enrolled in the C & Y Project which coordinates health services to them. A half-time nurse is employed by the project for purposes of coordination, health, education and some screening in the classroom.

The Council also operates a part-time Alcoholism Information Center, staffed by a non-professional but able person. Functions of the Center are public education and private interviewing and referral. All of this is on a very limited scale because of the lack of finances for staff. The Council has an active alcoholism advisory committee which sets general policy for the program. The Council has made application for a Health Services Project grant for a Comprehensive Alcoholism Program to include comprehensive services. When a comprehensive mental health program is developed for this region, the alcoholism program would be integrated with it.

The Council has a Title IV, Older Americans Act, research and demonstration grant called the Daily Dinners Club, to provide nutritious noon-day dinners to 100 senior citizens. This project has been most successful in showing the need and desire seniors have for friendly and nutritious meals--over 300 have participated on a regular or irregular basis since its inception last summer.

The County Extension Service administers a special grant for the provision of nutrition counseling to low-income families. This was initiated in February, 1969, but will be a valuable adjunct to the Food Stamp Program and the Daily Dinner clubs. An advisory committee has been formed which includes potential consumers, professional people and agency coordinators.

Catholic Charities, Inc. sponsors a Half-Way House, The New Horizon, for 15 alcoholic men. Referrals are received from the State Hospital, from agencies and on self-referral. Emphasis is placed on alcoholism education, Alcoholics Anonymous, vocational counseling and job placement. Good cooperation is found between the Half-Way House and other community agencies. Most of the residents of the House are Vocational Rehabilitation clients for whom treatment fees are paid to the House.

The Florence Crittenton Home is a non-sectarian, regional facility for medical care, counseling and education of unmarried mothers. Although most of the residents are not Helena women, there is a recent new emphasis on services which might be provided to the Model Neighborhood residents.

The Montana TB Association is located in Helena and offers counseling and services for persons with tuberculosis or other respiratory diseases. Located in the Model Neighborhood, it is accessible physically, but few Model Neighborhood residents are aware of its services.

State Division of Vocational Rehabilitation is an important health resource (see Employment Component).

HEALTH GOALS AND OBJECTIVES

I. To make marked progress in reducing ill health by provision of comprehensive health services.

  A. To show a decrease in infant mortality and premature birth rates.

  B. To decrease the number of people with impaired or uncorrected vision by 25%.

  C. To increase the number of people receiving tests for early detection of chronic disease by 50%.

  D. To decrease the DMF (decayed, missing, and filled) rate for all MN children by 50%.

  E. To increase variety of resources for 150 handicapped and elderly.

  F. To decrease the condition of "open refuse" by 75%.

  G. To provide 200 new beds for sheltered health care.

II. To make marked progress toward full utilization of available health resources.

  A. To substantially increase the knowledge of Model Neighborhood residents regarding available health resources.

  B. To increase the use of medical care services for the medically indigent.

C. To achieve fully staffed local health agencies.

PROGRAM APPROACHES

HE-1. Provide a financial method for low-income people to utilize available resources.

HE-2. Provide meaningful personal health education to youth, parents and senior citizens.

HE-3. Provide for supportive services to make medical care acceptable and available to MN residents.

HE-4. Provide personal preventive health services, particularly for the over-16 year old population in vision, hearing, chronic illness, immunization, strep cultures, alcoholism and family planning and nutrition.

HE-5. Provide for a method of employment and social training for the handicapped.

HE-6. Develop a method for consumer and resident ideas to be expressed to the health care agencies.

HE-7. Study the effect of preventive nutrition and ways of achieving a coordinated effective program.

HE-8. Develop a means for improved storage and collection of garbage.

HE-9. Study need and provide new sheltered health care facilities (see SH-3).

CHANGES UNRELATED TO PROGRAM APPROACHES

There are certain administration and structural changes necessary in order that the problems in health may be adequately overcome. The atmosphere of communication between the policy-making bodies in health are not the most conducive to adequate health services. A closer rapport has to be established between the Lewis & Clark County Health staff, Board of Health and County Commissioners.

A change in public attitude is another hurdle to overcome in implementing some programs. Probably a prime example of this is the fluoridation project which had been defeated by a public vote approximately 10-12 years ago. The "rugged individualistic" Montanan does not always accept the concepts of public health care.

The accounting procedures in the county government system have proven to be a problem to new programs in the past. Changes will have to be made so that federal and state funded programs may be handled through the County Treasurer's office. An emphasis on health service needs has to replace that of administrative needs.

STRATEGY

Strategy of Goals and Objectives

Goal I has top priority. The whole purpose for the establishment of the Model City Health Committee was to find ways to reduce ill health in Helena's Model Neighborhood area. Objectives A through D are all health problems which the committee studied during the planning year and they feel should be first year action targets. Objectives E through G are addressed to problems which have a lower priority in the overall health picture.

Goal II is second in priority. Yet it is important in the process of realizing achievements of Goal I. The health knowledge of Model Neighborhood residents and the use of medical care services are mandatory to realizing Goal I.

Other areas of health in the Model Neighborhood area did not have enough priority to warrant committee study or action. Air and water pollution, noise control, are examples of future study areas to be addressed by the Health Committee.

Strategy Among Program Approaches

The Model City Planning effort has found many problems in health. These problems have effects on housing, employment, education and the family social atmosphere. Because of the vast consequences that poor health may have on a family, it has been deemed a top priority by the Health Committee and the three neighborhood councils to provide the MNA residents and especially the target area residents, a financial means whereby proper health care may be obtained. The low income family cannot be denied employment, education, etc., because of poor health. Adequate health services must also accompany the family's ability to acquire them.

In order to gain the most benefits from this health care, a program which would make the people aware of proper health prevention and treatment is required. Not enough is known of the proper approaches to health education of these families at this time. Therefore, top priorities will be to study ways of educating the public in areas of health, developing a method for consumer and resident ideas to be expressed to the health care agencies and a nutrition study.

Other problems are related to the health environment of families and also must be solved. They are important to the above mentioned strategy when considering the overall health picture, but do not have as high priority. Programs which fall under this strategy are the "solid waste program and sheltered health care facilities."

SOCIAL

SERVICES

AN ANALYSIS OF SOCIAL NEEDS AND WAYS OF SOLVING THOSE NEEDS ARE PRESENTED IN THIS COMPONENT. THE CLOSE RELATIONSHIP OF SOCIAL PROBLEMS TO ALL OTHER PROBLEMS IS EVIDENCED IN THIS REPORT.

> "If we could have gone to a marriage counseller months ago, I think Joe and I could have made a go of our marriage."
>
> "I got a job through the poverty program's on-the-job training as a checker. They liked me O.K., and I had just been put on the regular payroll. But the school and neighbors were complaining about my kids, to the Welfare Department, so I was told to stay home with them."

These two statements illustrate only two of the problems faced by Model Neighborhood residents.

The Welfare Committee has recognized that social problems cannot be separated from health problems - or employment problems - or housing problems - or education problems. They recognize that all resources which contribute to adequate income will make other social problems easier to solve. Having social supportive services available may well make it possible for a person to earn a higher income. The interrelatedness of all of these factors make it difficult to specify certain social problems. The following problem conditions were agreed upon as having an impact upon the social life of Model Neighborhood residents.

INITIAL CONDITIONS

Poverty

> 22/6% of target area residents live on incomes below the poverty level. (MC Survey, 11/68) the poverty level.
> Target area residents average annual income is $4950 compared to a Helena average of $6779. (MC Survey, 11/68 and Market Data Report, 1967).

The poverty level used in the Model City survey was: $2,000 or less for a single person; $3,000 for a family of 3; $5,000 for a family of 5 and add $500 for each additional family member.

Helena is considered to be a high cost living area due to high freight rates for shipping in goods, high wintertime utility costs, and the lack of a good population base which helps create good competitive merchandising. This presents extreme difficulties for families who receive less income than the level described above.

Debt

> There were 270 wage attachments served on Model Neighborhood residents in 1968. (Sheriff's office)
>
> 145 (38%) of clients seen by Legal Services in 1968 had debtor-creditor problems. (Legal Services records)

The effect of a garnishment or wage attachment can be a harsh judgment on a family as it can take all of a person's wages in a given week. The first $10 pays for Court costs and the remainder goes to the creditor who got to him first. If he knows how, the employee can obtain a 50% personal exemption to retrieve half of his wages. If he is a low-income person, this may leave him little for his family's basic needs. Montana law allows his wages to be garnisheed week after week - until his employer gets irritated and may finally fire him.

Poor Housing

> One out of 5 houses in the Model Neighborhood is substandard according to U.S. Public Health Standards. (Health Department Survey, 11/66)
>
> Families living in poor, overcrowded housing can experience problems with lack of privacy, lack of household order, and lack of motivation in housekeeping.
>
> See Shelter Component for full discussion of housing relating to health and social problems.

Divorce

In 1968, there was one divorce for every 1.37 marriages in Lewis & Clark County, as compared to a state average of one divorce for every 2.35 marriages. (Clerk and Recorder's Office)

149 (38%) of Legal Services clients in 1968 had problems of marriage and divorce. (Legal Services records)

223 (44%) of clients seen by the Conciliation Court follow through with divorce proceedings. (Court records)

The effects of divorce are difficult to measure. In Helena an average of 2 children are involved in each divorce. Sixty per cent of our ADC mothers are divorced or separated. Where the husband's support payments are sporadic, it is nearly impossible to maintain a steady income to the family. The working, divorced mother has the additional expense of day-care for children, if she can find adequate day-care in the first place. Older children are often left without supervision.

Working Mothers

25% of target area household heads are single, divorced or widowed mothers. (MC Survey, 11/68)

42% of families served by C & Y Project (all low-income) are headed by the mother. (City-County Health Dept)

Women raising a family alone are likely to encounter numerous difficulties. In Helena, unless that women is a professional, she will be working in a hospital, receiving $1.49 per hour and up ($3100 per year and up); working as a clerk-typist, receiving $260 to $400 per month ($3120-$4800); working as a retail clerk, receiving $1.70-$1.80 per hour ($3336-$3744 if full time); working as a waitress, receiving $1.60-$1.70 per hour ($3200-$3336 if full time); or working at domestic service or odd jobs for probably less than the minimum wage ($3200 or less). If she has 3 or more children, she is almost automatically earning at the poverty level. In addition, if she has pre-school children, she needs to arrange adequate day services. Depending on her job, she may need to work afternoons or nights when it is more difficult to find someone to care for the children. She must maintain an automobile in good working condition both to get herself to work and to get the children to the babysitter. She needs either an understanding boss or a friend to take her children to the doctor when they are sick. These strains put on the low-income working mother may lead her to experience mental or physical health problems and unemployment.

Unwed Mothers

> The illegitimacy rate for Lewis and Clark County was 17% in 1968 compared to 6.7% for the State (Div. of Vital Statistics).

There are many resources in Helena for unmarried mothers -- the Florence Crittonton Home, Catholic Charities, Lutheran Welfare, Montana Children's Home and the State Welfare Department. Of the 142 illegitimate births in the county in 1968, only 28 were recorded as Helena mothers. It has not been determined how many Helena women leave the county to have illegitimate children, nor how many birth certificates are falsely completed. However, the fact that the resources for unwed mothers are located in the Model Neighborhood, and many women come to use these resources, can lead to other problems. A study of this problem will be undertaken by the Welfare - Social Needs committee.

Alcoholism

> In 1967 there were 600 arrests of 360 individuals for "drunkenness" in Helena. (City Police Records)
>
> 50% of the employment problems of the chronically unemployed men on Operation Mainstream are due to alcoholism. (CAP records, 1969)
>
> There were 203 alcoholics known to the Alcoholism Information Center in 1968--without the Center advertising its services. (CAP Alcoholism Information Center records)

There is no specific study in Helena to determine the costs of alcoholism--either in human or financial terms. It is difficult for an alcoholic seeking treatment to find any. The state mental hospital has services for alcoholics but information about how to obtain these services is not always known by the individual at the time when he needs it. There is no preventative alcohol counseling in Helena.

Problems of Senior Citizens

> 100 senior citizens are in need of long-term care--nursing home, intermediate care, or board and room care. (Estimated by the Welfare Department)

Other problems mentioned above apply also to senior citizens, particularly poverty, alcoholism, housing and transportation. The specific facts on the degree of these problems are not available. The effect of the lack of specialized care facilities may be to force a senior citizen into the hospital when he needs only nursing home care (See Health Component). Or he may stay at home, a worry to his friends and relatives, when he could be happy and receive adequate care in a board and room situation. The cost of care may be prohibitive to the senior citizen, resulting in his ignoring his problems to the point where a serious medical emergency may occur.

Problems of Youth

There were 340 juvenile arrests in Helena in 1968, compared to 297 in 1966. (City Police Records)

There are an estimated 982 grade school children in the Model Neighborhood without after-school supervision.

The high school drop out rate for the last five years was 16% (See Education Component).

There are an estimated 50 youths in need of substitute home arrangements each year. (Based on discussion with Probation Department, Welfare Department and CAP)

47% of working mothers in the Model Neighborhood have pre-school children. (MC Survey 10/68)

This means that Helena has many children who are not receiving guidance and direction when it is needed -- thus laying the grounds for future problems for these youths. Both the Welfare Committee and the Youth Committee have come back to this problem again and again -- there are no public counseling services nor adequate recreational facilities for all our youth.

Problems of Indians

75% of Indian families live in substandard housing, compared to 20% non-Indians in the Model Neighborhood. (CAP)

Of the long-term ADC families, 70% of them are Indians (14 out of 18). (Welfare Department)

8% of Indian youths graduate from high school (1 in 13). (School District, 1961-66 - See Education Component)

It is agreed by both Indians and non-Indians that alcoholism has a much higher incidence among the Indian group, although statistics are not available to bear out this statement.

> Over the past two years, 25-30% of the chronically unemployed on Operation Mainstream and Neighborhood Youth Corps OS have been Indian although only 2% of the total population is Indian.

Half of Helena's Indians are "landless" which means that they have never been a part to a treaty which would have given them land, reservation rights and the privileges of the Bureau of Indian Affairs program. This puts them in a situation where they have the problems but do not have the resources. Indians who are tribal members but living off the reservation must, in most cases, return to the reservation in order to obtain any special privileges such as medical care, education, housing. Tribes are reluctant to enroll children born off the reservation to tribal members. This can cause splits in the family.

BASIC PROBLEM CAUSES

Although nearly three-fourths of the Model Neighborhood families are stable, non-problem Helena families, the remaining quarter are known to have at least one of the major social problems.

As residents and professionals looked together for causes of these problems, they found that problems are so interrelated that what at first looks like one problem, may turn out to be a different problem. And they found that a solution to one problem may bring on another problem. For example, a mother raising her family alone decided to go to work - this brought on the problem of substitute child care and supervision of her children. In order to pay for adequate child care, she could not keep up payments to creditors. Her check was garnisheed and her job put in jeopardy. Or a couple experienced marital discord because family income was too low to meet their basic needs. The couple was divorced - and the low income had to meet even more needs. Or a family of six lived in a two-room substandard house - their illness rate increased, the teenager got fed up and left, the mother and father quarreled, all problems manifested more blatantly because of the crowded conditions. Causes for the initial conditions and problems can be found both within the community itself and/or within the individual and his family.

Unemployment is an obvious cause of poverty and leads to various family social problems. (See Employment Component)

Poor housing can contribute to family break-up when it does not provide privacy, when it is a source of shame to the children, or when it becomes a point of conflict between parents. (See Shelter Component)

Easy Credit can be exploitation when it lures a family into more buying - to the point where the income cannot cover the required payments. Garnishments and wage attachments can lead to marital arguments as well as to the loss of employment.

Outmoded and punitive laws aggravate and increase the problems. For example in Montana, garnishment statutes are extremely punitive (see above). Several bills were introduced in the 1969 Legislative Assembly to modernize and humanize our laws in these fields; all failed to receive consideration. Montana is one of the two northern states without a minimum wage law.

Another law which causes major problems for low-income families is the Montana Public Welfare Statute which excludes unemployed fathers from eligibility for Aid to Dependent Children.

Coupled with the fact that Montana has the lowest weekly rate of Unemployment Compensation payments of all 50 states ($34 a week), an unemployed father can provide better financially for his family by deserting them than he can by staying at home. If he does stay at home and welfare assistance is required, the family receives county relief to cover only rent and food. When he is finally able to return to work, he is a likely candidate for garnishment because of debts accumulated.

Lack of transportation can cause difficulties. Even the private taxicab company offers only sporadic service. This presents a problem particularly for senior citizens' travel to and from activities and programs. It is also a problem for persons in obtaining employment, by limiting their job seeking and the jobs which they can take. It limits children in their recreation activities. 22% of target area residents state that they do not have adequate transportation (MC Survey 11/68). 98% (142) of senior citizens state that they would use a public transportation system.

Lack of education can keep a person from getting a job. (See Employment and Education Component) In addition, deficiencies in specific kinds of education can aggravate family problems - e.g., lack of education regarding alcohol, family planning, personal hygiene, nutrition and basic rights. This lack can also produce isolation and social alienation, which leads to other problems, such as mental illness, no motivation for employment, inability to use available resources.

Lack of good child care services is a basic cause of juvenile social problems. Working parents are out of the home. Preschoolers need full time supervision and protection. When a child begins school, many parents consider him old enough to take care of himself. The schools insist that children leave the school grounds after school. The YMCA and Scouts may offer a planned program for one afternoon a week - the rest of the time, the child is on his own. During summer vacation the unsupervised time stretches to 8-9 hours. (See Recreation Component)

Lack of effective social services and mental health services are basic causes because this gap allows problems to develop. If caught at an early state, good social and psychiatric services can help an individual and his family to prevent worse problems. Left untended, these problems can become too large to handle.

This is true of marriage problems, with child-parent problems and with financial problems. Even where resources are available to help families with specific problems, there is the continuing problem of getting the family to help. This includes the education factor - does the family know that help is available? It includes the transportation factor - can the family get to the help? And it includes the motivational factor - will the family use the help? Each family with problems has a different set of reasons for their problems.

Lack of supervision of children by their parents causes problems for the child or youth. In a town the size of Helena, there is the tendency for parents to think their children are supervised by neighbors if the parents aren't home. But if no one feels responsible for the children, they may drift farther away from the family.

The mental or physical handicap of the breadwinner can be a major cause of problems. Such a handicap may effect the individual's self confidence. It may affect and rearrange his family life. It will certainly affect his employability. Few private employers can afford to hire a man or woman who is severely emotionally or socially disturbed, alcoholic and/or physically handicapped. The present job-training programs are not geared toward the needs of these people. They are intended for persons whose handicap is one of lack of education, correctible physical handicap, or lack of opportunity. For the severely handicapped, chances of success are more difficult (see Employment Component).

Attitudes of children toward their aging parents cause problems for the older persons. Where, in earlier days, most children could take their aging parents into their homes for care, it is no longer expected. More children are geographically separated from their aging parents. Older parents are generally on a fixed income, not related to the cost of living increases, unless their children contribute to their income.

Other causes need to be explored by the Welfare Committee. Particularly in the areas of divorce and alcoholism more facts on the local problems are needed before causes can be specified.

SOCIAL SERVICES DELIVERY SYSTEM

The Lewis and Clark County Welfare Department is the prime deliverer of social services to Model Neighborhood residents. It is a county-administered, state supervised program. Duties are prescribed by law and are limited to service to residents who are (1) financially dependent according to eligibility standards, (2) are in need of child welfare services, or (3) eligible for medical assistance or food stamps. Financial assistance is supplemented with casework services. Difficulties are encountered because of the tri-level program - regulations and money come from federal, state and county governments. The policies and regulations of all three levels are not necessarily the same. The County Commissioners approve every application for assistance, every payroll, every policy of the department. However, the state or federal agency may set policies which influence how county money is to be used. Yet, county commissioners may use some discretion and authority in paying or not paying a certain claim. Administrative problems result because of disagreements and lack of clear policy between governmental levels.

Staff for the department includes the Director, who has a Master's degree in social work, four family service caseworkers, one ADC worker, three child welfare aides, four stenographers, one full time and one half time homemaker, and two eligibility technicians (paraprofessionals). There are vacancies for the child welfare supervisor and one child welfare aide.

Hindrances to quality service have been high staff turnover, inadequate salaries and bureaucratic regulations. The turnover of casework staff in 1968 was 100% (one worker is still employed;

one position turned over twice). Beginning caseworkers start at $455 with a BA degree and $525 with an MSW and no experience. Clerical staff begin at $285, the lowest pay of any state merit system clerk-typist. These are not competitive salaries. Since much of the value of casework services is in its consistency, quality has suffered. The staffing pattern is adequate for the caseload - if the staff remains constant. The State Welfare Department is requesting a legislative appropriation for the next biennium which would raise salaries by 10% in 1970.

Up until February, 1969, this Department was severly hampered by crowded, undesirable quarters in the basement of the Courthouse. A recent move to new, roomy, light quarters will enhance the ability of the staff to offer services in a more dignified manner.

An ADC mother with 4 children in Montana receives $171 plus a maximum of $55 for rent costs per month. This is $1000 less per year than the poverty level. An Old Age Assistance recipient, living alone and cooking his own meals, can receive up to $110 a month, $300 per year less than the poverty level. The rent allowance can seldom pay for adequate housing. Food Stamps and Medical Assistance add to the total resources of the family. But families who would be eligible, except their income is just over the assistance standards, are not now eligible for Medical Assistance.

The new amendments to the Social Security Act require that the following people will participate in the Washington Incentive Program (WIN): ADC school dropouts over 16 years of age, mothers who volunteer and have no preschool children, mothers who volunteer and have preschool children, and mothers who do not volunteer - (in that order) - Montana has not yet required the participation of the mothers who do not volunteer. This requirement to enter employment and/or program appears unduly harsh to mothers who want to stay home with their children, or to mothers who are physically or mentally incapable of entering the employment field. There is a conflict in our national policy which says that mothers should give adequate care to their children, but also should work to support their families.

There are now 10 enrollees in WIN from the Model Neighborhood out of an allotted 25 places. Difficulty will be encountered in filling the 25 places because this county has historically used MDTA training programs since their inception. Thus, there has been no backlog of women who are able and need to use training. Mothers who could benefit from training have already had that opportunity. This is shown by the high turnover in ADC cases - only 19 families received ADC continually for the past full year. There were 42 cases opened and 50 cases closed during 1968.

Other laws which have a bearing on the effectiveness of the Welfare Department are the residence, relative responsibility and lien laws. All three serve as a deterrant to individuals in need. The Montana Public Welfare statute calls for a year's residence for county general assistance and medical care, for Aid to Dependent Children and Aid to the Disabled. The Old Age Assistance category carried a residence requirement of 5 out of the last 9 years. Responsible relatives must be contacted and must support their relatives if they are able. Where there is little "family feeling" this can serve to aggravate the applicant's problems. Applicants for Old Age Assistance and Aid to the Disabled must sign a lien on their property. Even though property does not revert to the state until the recipient and his spouse have both died, many older persons are fearful of signing the lien - or they want to be able to leave their property to their children. The Montana Medical Assistance category is the only one that does not carry one of these restrictive clauses. However, because each category is different in its requirements, there is a general, understandable lack of knowledge and misunderstanding among clients about the regulations.

Food Stamp usage has declined within the past year from 155 families who bought stamps in March, 1968, to 86 families in January, 1969. Since the program began a year ago, there has been widespread publicity on it. Public meetings, the news media and brochures distributed to other agencies have all been used. Some clients may have started using Food Stamps because of an initial bonus given them. Others began Food Stamps during the 1968 strike and are now back at work and non-eligible. People think perhaps they don't want to buy as much food as is required. However, the biggest single deterrent to their use is the high degree of bureaucratic regulations associated with both an application and continued eligibility for the program. Regulations are rigid, family changes in income or family composition must be reported and a minor change may change the amount of stamps a person can receive. The frustration occasioned by these regulations is a strong deterrent to their continued use. There has been no accompanying education program in food use and nutrition. During January, 1969, Lewis and Clark County was approved for a special education program on nutrition for low-income persons. It is administered by the County Extension Service and will be staffed by a house economist and two half-time paraprofessionals.

The Welfare Department provides financial help to pay for day care services for low-income working mothers who are potential ADC clients. During January, 1969, there were 41 mothers with preschool children who received this help. Additional appropriations have been requested of the 1969 Legislative Assembly so that more mothers can be given assistance.

Child Welfare Services gave assistance to 74 unmarried mothers in 1968. Ten were Model Neighborhood women who stayed in Helena; six were non-residents, living in Helena; 56 of these were non-residents but staying at the Florence Crittenton Home; two of them were Helena girls who were referred to out-of-town maternity care. Eighteen kept their children and 56 released their babies for adoption.

Child Welfare workers supervise six infants, 15 children and 19 teenagers in foster homes in the county. There are an additional ten teenagers from Helena who are placed by the Welfare Department, in institutions out of the county. Other children, particularly teenagers, are left in their own homes or referred to institutions against the better judgment of the Welfare Department because there is a severe lack of foster homes.

Foster families receive only $65.50 to $87.50 per child per month (including state and county funds). This low payment covers only basis costs and acts as deterrent to finding a sufficient number of homes, particularly among low income families. Medical care is provided in addition to the monthly payment.

Total caseload in September, 1968, was 116 on Old Age Assistance, 181 on Medical Assistance only, 44 ADC families, 5 on Aid to Needy Blind, and 45 on Aid to the Disabled. There were 11 families and 4 individuals who received some county assistance.

County funds for welfare purposes are limited by state law to 17.5 mills. Lewis and Clark County approved a fiscal 1969 budget of only 7.08 mills. The county is allowed to appropriate more funds but is restricted by a low population tax base.

Catholic Charities, Inc. is the social services arm of the Roman Catholic Western Diocese. Its director is a graduate social worker priest; there is one other trained and one untrained caseworker, whose primary duties are in the field of child welfare, family counselling and adoptions. Catholic Charities administers a Half-way House for alcoholic men, a group home for teenagers, another for unwed mothers, and a St. Vincent DePaul Store. Although serving non-Helena people, these resources are also available to Model Neighborhood residents. The Half-Way House cooperates closely with Vocational Rehabilitation, the Welfare Department, and Rocky Mountain Development Council (CAP). (See Health Component) The group home for teenagers is a cooperative effort of Catholic Charities, the Welfare Department, and the Aftercare Division of the State Department of Institutions. An estimated 130 families and 425 individuals from the Model Neighborhood were served by this agency in 1968.

Rocky Mountain Development Council, Inc. (Community Action Program - CAP) has employment and training programs (See employment Component), Head Start (See Education), day care for 40 children of which 35 are from the Model Neighborhood, and Alcoholism Information Center, and a broad program for Senior Citizens. Their priorities for the coming year are community organization, increasing health services, greater participation of the poor, expanded senior citizens services, increased employment opportunities, public relations and information, and expanded day care services. During 1968, the CAP had 2055 participants in all of its programs, of which 1950 are Model Neighborhood residents.

The day care portion of Head Start is held in the Community Action Center, the old St. Mary's School, located in the Sixth Ward. Two classes are held in this center which is open from 7 a.m. to 6 p.m. It is a quality licensed day care facility. Of the 40 children, 16 are children of mothers in special training programs; 13 of these are former welfare recipients. There is a waiting list of 39 eligible children. Social Services, Health Services, Speech Therapy and Psychological Evaluation all supplement the educational program.

The Helena Senior Center is also housed in the Community Action Center. Administered by the CAP, this program receives funds from the Montana Commission on Aging, on Authority of

Title III, Older Americans Act. The Center is open to all senior citizens over the age of 55 without regard to income. Emphasis is placed on out reaching the lower-income person, but statistics are not kept on the income of participants. During January 1969, 800 older persons used the Center. A branch "drop-in" lounge is located downtown in the corner of the Placer Hotel. A staff of one director and three aides (half-time) administer the program. In conjunction with the Center, the CAP runs the Daily Dinner Clubs 5 days a week in the downtown Eagles Club and in the Community Action Center. This is a Title IV, Older Americans Act, program for demonstration and research. Nutritious noonday dinners are served to 85 persons each day. Fifteen meals delivered to shut-ins. A charge of 50¢ to $1.00 is made, according to ability to pay. A staff of one director and six aides (half-time) is required to operate the Club.

In addition, the CAP sponsors a Foster Grandparents project in cooperation with the Boulder River Training School and Hospital, thirty miles from Helena. Grandparents live in the Model Neighborhood and are provided transportation to Boulder. The School provides dinner to the grandparents as a fringe benefit to their four hour work day with the children.

The CAP has experienced some difficulty in securing full participation in their senior programs. More emphasis needs to be placed on outreach and follow-up. A gap in service occurs with the home-bound. A definite need for homemaker service or personal care service for the aged has been noted by the staff and Advisory Committee. In May, 1969, six VISTA volunteers will join the CAP's efforts in meeting these needs.

For two years the Rocky Mountain Development Council has operated an Alcoholism Information Center on a part-time and poorly funded basis. This was begun in response to the problems of alcoholism encountered in Operation Mainstream enrollees. A strong Advisory Committee on Alcoholism backs up the program. The Council submitted an application for a Health Services Project grant from the Department of Health, Education and Welfare in April 1968 - it is still pending. This would provide for a comprehensive alcoholism program including in-patient hospitalization, out-patient services, part-time hospitalization, residential care, education and consultation. (Refer to Health Component)

For the past six months, the CAP has been a middleman in finding Big Brothers and Big Sisters for children and youth in need of outside adult companionship. Referrals of children are made by agencies. The CAP selects a volunteer (primarily Carroll College Students). The referring agency provides the continuing professional guidance to a Big Brother.

By national and local policy, the Rocky Mountain Development Council places strong emphasis on the involvement of those to be serving as planners, staff members and evaluators of services. This is an area of weakness still, but the percentage of participation by the poor on Boards, staff and committees has continued to grow. An OEO team did an official evaluation of RMDC in November, 1968, and stated that there appeared to be a "good rapport with the target group people." A major problem for the CAP is public information about what they are doing.

Legal Services, Helena served 382 Model Neighborhood clients in 1968. In Montana OEO provides funds to a statewide Legal Services Association, originated by the Montana Bar, which in turn subcontracts to local Legal Services Committees to operate a local program. Helena is served by a half time attorney, a full-time investigator, and a full-time stenographer. 38% of cases in 1968 involved debtor-creditor problems, 39% involved marriage and divorce problems, 49% involved other family problems. (Note: some clients had more than one problem.) The Legal Services agency has been active in lobbying in the Legislature for modern garnishment statutes without success; they have lobbied more effectively for a state minimum wage. Up until recently the image of Legal Services was that of legal aid and no more. Out-reach and social problems have more recently become part of the program - e.g., they have offered and given legal counsel to the recently formed Helena Indian Alliance. By July 1, 1969, legal aid for Welfare clients in addition to legal services will be available.

The Conciliation Court statute is permissive in Montana. The First Judicial District covers Broadwater and Lewis and Clark Counties and has employed a marriage counsellor. The counsellor receives referrals only from the court - either a client's own request or at the time divorce action is filed. Since its inception in September 1963, there have been 506 couples with 1097 children served. Of these 53% remain married after counselling and 44% have gone ahead with their divorces, 3% are now pending. The counsellor has her office in her home and there is little regular publicity of this service - both factors which may influence its use.

Vocational Rehabilitation is a statewide agency serving the handicapped. Both the state and district offices are located in the Model Neighborhood. Helena residents have easier access to Rehabilitation Services because of this, although one counsellor serves 4 counties and is in Helena only half time. (See Employment Component)

Social Security Administration is a Federal agency with an impact on the finances of the widowed, disabled and elderly. Approximately 1,500 (10%) MN residents receive Social Security benefits averaging $99/month. Medicare benefits are in addition to this. (See Health Component) The Social Security offices are located in the Model Neighborhood.

United Givers of Helena is the united fund agency. The Fund raised $95,000 in 1968 to help support the YMCA, Girl Scouts, Boy Scouts, Campfire Girls, Florence Crittenton Home, Deaconess Home for Children, Lions Sunshine Camp, Montana Children's Home and Hospital, Salvation Army, USO, Catholic Charities and the Red Cross. There is no permanent staff member for United Givers but rather a special staff person is hired during the drive period. The rate of giving through this means has substantially increased during the years.

The Salvation Army maintains offices and a secondhand store on South Main Street. It is staffed by a Lieutenant and his wife with part-time clerical aid. Food and three days shelter is provided primarily to transient persons.

Clothing is sold at the store for nominal prices or given to persons in dire need. The Army sponsors a youth group and church activities. There were 1870 transient men and approximately 200 families served here in 1968. The Army hopes to be able to separate its church and welfare activities.

The Capitol City Rescue Mission is also located on South Main in the middle of the target area number one. Clothing and 2 days shelter, and food is offered to transient persons in need. Approximately 150 men are served each month. There is a strong emphasis on attendance at religious services by those using the services. No smoking or drinking is allowed. The second floor of the Mission is soon to be converted for housing women and families.

The Florence Crittenton Home, a private nonprofit organization which provides residential care for 32 unmarried mothers, is located in the Model Neighborhood. Staff includes a trained social worker. The Helena Public Schools provide a teacher for classroom studies. During 1968, there were 114 women served in residence (average length of stay: 3-4 months), three served as outpatient and 25 served on a short term basis. Although few of these were Helena residents, the Home is interested in studying the possibility of increasing outpatient services for Helena women. Its 1967 operating income was $79,100 and the 1967 operating expenses were $83,375.

The Deaconess Home for Children, a private, nonprofit agency, has approximately 40 disturbed and homeless children in residence from a 4 state area. Two Model Neighborhood children are also in residence there. There are definite plans for a new cottage type facility which will increase the Home's capability for up-to-date child care and treatment. The fund drive for the facility is now in progress - half of the money will be raised in Helena.

The Probation Department is directly under the supervision of the Juvenile Judge. It is staffed by the Chief Probation Officer and his assistant. Offices are located on the second floor of the Court House. This Department handles numerous youths without bringing them into Court. They serve as a "truant officer of last resort." After a youth has been absent from school for 25-30 days, the school counsellor reports him to the Probation Department which sends a letter of warning to the parents. If this fails to achieve results, a court hearing can be held. During 1968 only one family was brought to court on truancy charges and the parents were fined $100.

There were 12 formal juvenile hearings in 1968 as well as 20 informal hearings, involving 29 boys and 3 girls. Five of the boys were Indians. Many of these youths were sent to out-of-state institutions which deal with the predelinquent child. Only 3 were sent to our state correctional institutions. A major problem in dealing with the predelinquent youth is the lack of clarity on responsibility between the Welfare Department and the Probation Department. There appears to be a lack of coordination of effort between these two departments. Another major problem in dealing with these youths is the lack of local facilities which offer some security and protection but are not correctional institutions. A third problem affecting predelinquent youths is the lack of funds. Some youths do not seem to fit into any of the categories for aid and services which are offered by other agencies.

The County jail has separate confinement quarters for juveniles although these are in the jail itself. The city has no space for juveniles and generally houses them in the County jail. Seldom are any juveniles held for more than a day. In 1968, the Welfare Committee of the Helena Community Council did a study on the feasibility of building a separate juvenile detention facility and decided that the need did not warrant it.

Helena Mental Hygiene Clinic is located in the 6th Ward target area. Primarily a psychiatric facility, it is discussed in the Health Component. When a psychiatric social worker is employed by the Clinic, more social service will be available through this resource. This position has been vacant for over a year.

Children's and Youth Project is also discussed in the Health Component. Again, a trained social worker is written into the staff plan but none has been available for hiring, in spite of intensive recruitment efforts. Social Services will be offered through this resource when a social worker can be hired.

The Veterans Hospital at Fort Harrison, on the outskirts of Helena, is involved in treating veterns from the Model Neighborhood. Patients are received on an emergency as well as planned basis. In 1968 over 200 Model Neighborhood residents were served. (See Health Component)

Church Woman United operate a clothing stockpile for all low-income persons in need of clothing, but with special emphasis on children. On the 1st Wednesday of each month, the clothing room is staffed and open for use. A small fund is also available for the purchase of needed clothing which is not available there.

Institutions serving senior citizens are the Odd Fellows Home, (20 residents) and the Masonic Home (80 residents), both located on the outskirts of Helena. The Penkay Manor, a senior citizen housing project, will open in June, 1969, to provide lodging and board for senior citizens. Parkside Manor is a nursing home with 30 beds; the Merritt Rest Home is a personal care facility with 20 beds. St John's Hospital has an extensive care wing with 25 beds. Cooney Convalescent Home has 66 beds. With few exceptions, these facilities are not within the means of Model Neighborhood residents. (See Health and Shelter Component.)

The Social Security Administration administers the National Insurance Program against the risks (to employment) of Old Age, Survivorhood, Disability, and Ill Health for the aged. (See Health Component for discussion of Medicare.) Approximately 2500 (20%) of the Model Neighborhood residents receive Social Security benefits averaging $100 monthly. This program currently insures over 90% of the regularly employed, and their dependents, providing them with a basic subsistence income, in the event of the risks covered.

There are 3 coordinating bodies which are related to the provision of social services in Helena. Two of these were organized to meet specific local needs. The 3rd was organized at the request of the U.S. Department of Labor.

The Helena Community Council was formed in 1966 to be an informal coordinating body -- used for all social agencies and service and charitable organizations -- listing 70 agencies and organizations with service goals. The Council meets monthly and has greatly increased the flow of information between agencies in the helping field. If has given advice and support to the development of the Half-way House and of the Senior Center. Although historically the Council has been most effective as a mutual information sharing body, it could be used in the future as a program evaluator and coordinator.

The Youth Guidance Council is a coordinating council of professionals in the field of youth services, including the schools, Rocky Mountain Development Council, Catholic Charities, Welfare, Department and Probation Department. Five or 6 individual problem children are discussed each month, plans made and coordination between the helping agencies achieved.

Cooperative Area Manpower Planning Systems (CAMPS) was organized presumably to coordinate efforts in manpower services and the supportive services. Its effectiveness has been limited because it has not met regularly and because it appears to have little authority over decisions in the manpower field which are made at higher levels. (See Employment Component.)

CAUSES OF INADEQUATE DELIVERY OF SERVICES

Lack of funds affects all social service agencies. Public funds are not available in sufficient quantities to provide adequate programs by such agencies as the Welfare Department, The Rocky Mountain Development Council, the Helena Mental Hygiene Clinic, and the Vocational Rehabilitation Department. Public and private money sources are inadequate to meet the program needs for such service groups as the Florence Crittenton Home, the Salvation Army, Catholic Charities, Lutheran Welfare, the Deaconess Home and many others.

The lack of trained professionals in Helena and Montana is a serious handicap to providing adequate services. Salaries are too low and people are too few to fill all available jobs.

Community attitudes of prejudice toward Indians and toward Welfare recipients all adversely affect low-income families.

Attitudes of Helena residents do not generally view social problems as being a priority problem for the City. The average Helena citizen does not see a social problem. Top priorities for development of the Model Neighborhood go to physical visible projects and improvements in City services. Although those physical projects have a social impact, e.g. housing, the related social problems are not generally recognized.

SOCIAL SERVICE GOALS AND OBJECTIVES

I. To achieve a stable, decent standard of living for all Model Neighborhood residents.
   A. Increase all family incomes to a level at least comparable to national poverty level.
   B. Provide sufficient low-income housing for all who need it. (See Shelter Component.)

II. To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents, specifically families, youth, Indians and senior citizens.

A. Decrease the divorce rate by 50%.

B. Decrease juvenile arrests by 50%.

C. Decrease alcoholism by 25%.

D. Widen the variety of living arrangements for senior citizens and increase their resources for meeting social problems.

PROBLEM APPROACHES

SS-1. Further study is needed of the legislative changes required in the public welfare statutes in order to provide for a decent standard of living for eligible persons.

SS-2. Further study should be made of the relationship of housing to social problems so as to develop a plan for the necessary supportive social and educational services needed in concert with new housing.

SS-3. Study of employment and social opportunities for the mentally and physically disabled or handicapped. Study will be given to specific approaches, e.g., sheltered workshop, "employer of last resort."

SS-4. Development of a transportation system.

SS-5. Additional staff for social services must be developed -- both for paraprofessional and professional jobs. This will be approached through bringing in a graduate social work--field work program and through centralized and/or coordinated use of present staff.

SS-6. Child care services for children up to 12 years of age must be expanded so that present working mothers can have adequate child care and so that other low-income mothers can seek employment if they wish.

SS-7. Expansion of senior citizen resources to include employment opportunities and finding board and room and/or personal care homes.

SS-8. Further study, leading to action of: (1) needs of youth and how they can best be met, including employment, social, home, education and health needs; (2) the conditions and problems surrounding divorce.

SS-9. Development of a coordinated comprehensive attack on alcoholism.

SS-10. Provide all technical assistance possible to the Helena Indian Alliance in its self-help efforts; at the same time recognize the necessary and fundamental independence of this group.

SS-11. Help all social, health and educational agencies to form policy advisory committees composed primarily of persons to be served.

SS-12. Increase public education efforts to disseminate information about all available services.

CHANGES UNRELATED TO PROGRAM APPROACHES

Legislative change ordinarily would be considered unrelated to program approaches. In the case of Social Service in Helena, legislative change is so basic to better provision of services that program approach SS-1 is aimed directly at studying the how, why and where of social legislative change.

The Montana Legislature has traditionally considered welfare clients as being incorrigible and has designed and maintained its system accordingly. This problem is not limited to the state either, as Federal legislation has also been guilty of this attitude. Public assistance payments in Helena have been so low that they do not even meet the poverty level standards established by the government. Delivery of the services also reflects the poor attitude the system has had towards its clients. Rigid administrative requirements have not always allowed quick, humane nor respectable treatment of clients' problems.

This attitude then, from the Federal level on down through the county level, must be changed in order that the goals established in this plan may become a reality. The public is also guilty of this attitude as evidenced by the reluctance of the community to rent houses and provide jobs for welfare and minority clients.

The change needed then is to reverse this negative attitude and to approach the problem of poverty and social misalignment positively.

STRATEGY

Strategy among Goals and Objectives

Helena has Target Area families who live in poverty, poor health, are maligned by the social structure and have lapsed into frustrated hopelessness. Social Services, Goal I, necessarily is stated as an attempt "to achieve a stable, decent standard of living for all Model Neighborhood residents." In many respects this goal is also the top priority of all goals in this Model City Comprehensive Plan. The formulation of a better standard of living for all Helena residents and expecially the low-income is the reason behind the existence of the Model City Program. As the objectives in Goal I indicate, decent incomes and housing are the first steps towards the ideal standard of living.

Goal II is of a lower priority when taken at its face value but the implications of this Goal are imperative to the realization of Goal I. To decrease problems in the areas of divorces, juvenile arrests, alcoholism, and the aging will be means whereby Goal I is achieved. Goal II emphasized prevention and treatment of social problems so that a decent standard of living might be attained.

Strategy Among Program Approaches

During the first year of action, studies should receive first priority in order to allow for effective action and development of specific plans for the following years.

Second priority must go to the development of staff - both professional and paraprofessional. This is essential to existing services as well as to the development of additional social services. We have not filled all possible openings now, and certainly cannot staff new services without this approach. Social services are necessary supportive services to the manpower component.

Third priority is for employment opportunities for the handicapped because of the obvious need for a regular income source.

Fourth priority is for additional day care space and after-school programs for elementary school children - both for the value to the child and to allow their mothers to work without worry about their children. This can be accomplished through expansion of present programs.

Fifth priority is assigned to the expansion of opportunities and services to senior citizens. Again, this could be accomplished fairly easily with additional funds, because it could be added to an existing agency. This would meet a critical need quickly and easily and would have an immediate impact.

As other employment programs expand, the need for public transportation may become critical, so the sixth priority is assigned to it. A great deal of study and planning will have to be done in order to make this an effective program.

Seventh priority is with technical assistance to the Helena Indian Alliance. The Alliance has other sources of technical assistance but may need additional help through Model Cities.

Eighth priority is for the formation of agency advisory groups composed of the users of the agency. This may be done during the first year of action and will be of great benefit to the study items and to creating more responsive agencies. It is not, however, critical to success in the first year and thus receives a lower priority.

Ninth priority is assigned to the public information approach - this should begin to develop during the first year of action but it will become more necessary as more services are available to people.

Last priority is placed with the comprehensive alcoholism approach. This approach is one of the most difficult although very essential.

EDUCATION

ALL ASPECTS OF EDUCATION AND ITS EFFECTS UPON NEIGHBORHOOD RESIDENTS AND THEIR CHILDREN ARE DISCUSSED HEREIN. APPROACHES TO SOLVING SPECIFIC PROBLEMS ARE ALSO DEALT WITH.

"There are too many school drop-outs each year."

"It's a crying shame that we don't have a public kindergarten in Helena."

"The Helena school facilities should be open for public recreation after school hours."

Problem Analysis

Helena's educational resources consist of a public school district, an elementary and secondary Catholic parochial system, a vocational-technical school, a liberal arts college, and a business education school. Helena's education systems are basically good, yet there are problems which must be approached in order to more adequately serve the Model Neighborhood. These problems are:

1. Preschool education is inadequate, fragmented and uncoordinated. Children who come to the first grade without any former education have difficulty adjusting to school.
2. Some Model Neighborhood elementary students do not meet academic requirements and are held back in classes.
3. Hot lunches are not provided in all public schools.
4. Vocational-technical students have to pay tuition if they are over 21.
5. Parochial students cannot avail themselves of vocational-technical education while they are in high school.
6. Adult Model Neighborhood area residents are not aware of Helena's educational opportunities.

7. Continuing education is inadequate for adult Model Neighborhood residents.
8. School facilities are not utilized adequately by the public for education, recreation and cultural uses during offschool hours.
9. Health education curriculum is inadequate.
10. School facilities are overcrowded; this includes elementary, secondary, and vocational-technical.

INITIAL CONDITIONS

Preschool

First grade is one of the real challenges of life since that is where a child gets his first encounter with learning to read, write, and to begin to use his mind to its fullest extent. Children who come to first grade with no preparation are at a distinct disadvantage to those who do. Approximately 50% of Helena's students have this problem as there is no public kindergarten. Many Model Neighborhood area homes are not conducive to this type of preschool preparation. Both parents work in many families. In the lower-income homes, the environment lacks space, toys, light and other ingredients necessary for preschool child development. Parents sometimes feel that a child should be "seen and not heard", which is a great hindrance to their development as even the two- and three-year-old needs to be listened to. It needs to be an organized child development program.

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Private kindergartens are available in Helena on a limited basis. The costs range from $20 to $50 per month and are too high for many Target Area families.

Another preschool child development program called "Head Start" has been available for children of low-income families for the last three years and has been very beneficial to Target Area children.

A survey on Head Start was conducted by a local college student for the purpose of determining the effects of this program on its recipients. Teachers of the first four grades in the Model Neighborhood public schools were surveyed. The majority (over two-thirds) agreed to the following:

> "Head Start children have been better prepared for first grade than children without preschool experience."
>
> "Head Start children get along with their peers as well as other children."
>
> "Parents, because of the program, have taken a greater interest in the education of their children and the school as a whole."

The survey shows that elementary teachers feel Head Start and preschool education is important for children entering first grade. Head Start has its value in building a child's experience and enrichment background so that he may begin to compete on a more equal basis with his peers.

Teachers and parents have commented that first grade classes have to spend one-half of the first school year in preparatory education for the group who has no preschool before basic reading and other curriculum may be started. This penalizes the low-income Head Start children and other private kindergarten children who have to spend this additional time in preparation. Their preschool experience has placed them socially and academically ahead of their classmates who may have a difficult time catching up even with this preparatory period.

Elementary

The inadequacies of preschool education in Helena are tied closely with the problem of poor academic achievement by some of Helena's Target Area students. Students who are not meeting academic standards are retained and not allowed to pass on to the next grade. Only one out of every fifteen students is retained in the elementary grades, yet forty-one percent of the total retentions are from Helena's three Model Neighborhood target areas and only twenty-one percent of the school enrollment is from these areas (see Tables I and II). These students have emotional, physical, mental and personal family difficulties which cause them to react differently to school situations. These children will be termed "problem students" hereafter in this plan.

When a student has to be held back a grade year, it is a serious blow to his ego and his status with his peers and parents. He sometimes loses his desire to compete and allows himself to become alienated from school and education in general.

Parents sometimes add to this by blaming him for flunking and even blame the school for allowing it to happen. They allow the student to become lax in attendance and academic motivation.

TABLE I

HELENA'S ELEMENTARY AND SECONDARY SCHOOL ENROLLMENT

	Total Number Enrollment	Model Neighborhood Area	Target Area	Remainder of City
Public Elementary (1-9)	4,519	58%	21%	21%
Public Secondary (10-12)	1,594	52%	20%	28%
Parochial Elementary (2-8)	590	62%	25%	13%
Parochial Secondary (9-12)	329	76%	12%	12%

TABLE II

RETENTIONS

Year	Total	Model Neighborhood Area	Target Area	Remainder of City
Grades 1-8 1966 - 1967	87	41%	52%	7%
Grades 1-8 1967 - 1968	78	41%	49%	10%
Average		41%	50%	9%

Future drop-outs can be identified as excessive "day-dreamers", or full of "anxiety" even in early elementary grades, according to teachers. Lack of motivation and chronic absenteeism sometimes appears as another indicator of the child's alienation from the school and of a potential dropout.

These students have difficulty in various class subjects. Good reading ability is necessary for any academic achievement, and this is one subject where most retained students have problems. Remedial reading is provided in special classes for these students. A survey was taken in February of 1969 and it covers all students in grades two through eight in both public and parochial schools (see Table III). There were a total of 151 elementary students in these special remedial reading classes who resided within Helena's city limits. Of this total, 32% were from the three target areas within the Model Neighborhood. Yet these same areas have only 21% of the school enrollment.

TABLE III

REMEDIAL EDUCATION CLASSES

Year	Model Neighborhood Area	Target Area	Remainder of City	Total
Grades 2-8	64%	32%	4%	151

There are no elementary guidance personnel to help these children nor to work with their teachers. The teachers are expected to cope with the problems of all children, yet time and class responsibility do not allow this. There are no in-service training projects for teachers either whereby they could strengthen their sensitivity and understanding of the "problem child".

School educational materials are not available in the same quantities to all classes. For instance, special reading laboratory material may be too expensive to purchase for sixth graders, as there are 15 of these classes scattered through 9 buildings. The same problem holds true for resource speakers; i.e., they don't have the time to travel around to 15 classrooms.

Secondary

Teachers have indicated that eventually many of the same students who are not achieving in elementary grades drop out of school. Montana law requires that a student attend school until 16 years of age. Public high school records show that a ninth grade class in high school will lose about 16% of its students by dropping out before the end of the twelfth grade. This averages out to be approximately 69 students per class. Table IV indicates that 40% of the drop-outs were from the Target Areas, which follows through with the pattern retentions and school alienation established in the early grades.

TABLE IV

HIGH SCHOOL DROP-OUTS

Total	Model Neighborhood Area	Target Area	Remainder of City
69 per grade level (average)	54%	40%	6%

The parochial high school has no statistical records on its drop-out rate. Usually the student who is not achieving in this school will attempt a new start at the public high school. Then if he does not achieve here and does leave, his drop-out record will be carried by the public school.

Academic achievement is even more difficult for the Indian students who frequently travel from school to school as their parents seek jobs, housing, etc. The children's education tends to become fragmented, and it is difficult for them to keep up with class progress. The Helena schools have averaged 11 to 13 Indian students per grade, yet only one or two students graduate each year (although four graduated in 1968). This drop-out rate is much higher than the rest of the student enrollment.

TABLE V

THE FOLLOWING REASONS WERE GIVEN FOR STUDENTS DROPPING OUT OF SCHOOL DURING THE 1966-1967 AND 1967-1968 SCHOOL YEARS.

Reason	Number	Percent
Chronic absence from school	24	16.3%
Lack of school interest	31	21.1%
Bad home situation	30	20.4%
Entered service	16	10.9%
Pregnant	9	6.1%
Got married	9	6.1%
Went to work	12	8.2%
Behavior problems	6	4.1%
Mental ability	3	2.0%

TABLE V (Cont.)

Reason	Number	Percent
Ran away	1	.7%
Emotional problems	6	4.1%
Total	147	100.0%

Table V was compiled by a study of drop-outs at Helena High School in the past two years. Twenty-one percent left school because of lack of interest, 20 percent left because of a bad home situation, and 16 percent because of chronic absence. These reasons for leaving reflect the pattern of alienation of the students from the system all through the grades. Many of the other students could have similar problems as indicated by the chart. The "bad home situation" indicated the importance a poor home environment has on education. The girls leaving because of pregnancy or getting married also indicates the need for counseling and education in this area.

Dropping out of school before high school graduation has far-reaching effects on the student's future employment. The Concentrated Employment Program trains the under-employed and the unemployed in Helena, and 52.5% of their 158 enrollees in 1966 were school drop-outs. The average education grade level of these people was 9.9 years (see Table VI).

TABLE VI

CONCENTRATED EMPLOYMENT PROGRAM

Total enrolled	158
Helena Model Neighborhood area	115
Number of drop-outs	83
Average education level	9.9 years

The Housing and Social Needs Survey has shown that all Target Area heads of households have an average grade level of 11.1 years (see Table VII). This same survey indicates that low-income heads of households with school-age children had an average education grade level of 9 years. These statistics would tend to prove that low educational levels, unemployment and low income go hand-in-hand. If a person has no high school education, he also has a poor chance of competing in the labor market.

TABLE VII

MODEL CITY HOUSING AND SOCIAL NEEDS SURVEY
1164 TARGET AREA HOUSEHOLDS

Years	Educational Level of Head of Household			
	Male		Female	
	No.	Percent	No.	Percent
8 or under	198	29.3%	165	18.9%
Through 9	31	4.6%	56	6.4%
Through 10	35	4.6%	86	9.9%
Through 11	25	3.7%	60	6.9%
Through 12	236	35.0%	341	39.2%
Through 13	41	6.1%	67	7.7%

TABLE VII (Cont.)

Years	Educational Level of Head of Household			
	Male		Female	
	No.	Percent	No.	Percent
Through 14	39	5.8%	46	5.3%
Through 15	11	1.6%	11	1.3%
16 and above	59	8.7%	38	4.4%

Vocational-Technical

The problem of motivating the Target Area student may sometimes be accomplished by establishing a relationship between his education and the practicalness of vocational training. He may become motivated when he sees how reading and math are tied in with a welding or secretarial course at the Vocational-Technical School. This education then takes over and he can become a competitive person in society.

Vocational training is also very important to the academically successful high school student. Many vocations do not require college degrees yet they are respectable, lucrative careers within reach of Target residents. The vocational-technical system in Helena can provide training for many of these jobs (see Appendix), and this education is provided as part of the basic system at no cost to all students in junior and senior high schools, including parochial schools. Although parochial students are not restricted by policy, their class system is set up on a "block" schedule whereby the class hours rotate every day. The Vocational-Technical School's class system is fixed for each day and requires three to five hours continuously for some courses. The parochial students are unable to fit their schedules with Vocational-Technical School's system.

Adult

Adults as well as youth are in need of continual education to keep up with job competition and even everyday living requirements. Some Target Area residents who have had bad relationships with education systems are reluctant to try anything new, even when they feel a need for more education. Their lack of basic education and employment skills keeps their income levels down.

Target Area families' employment patterns generally center around the crafts, trades and service occupations. These vocations are now demanding more specialization and skills, which usually call for more education. Family wage-earners must keep up with these demands in order to compete and to keep their wage levels in line with rising costs of living. The education that these wage earners must periodically have should be available locally and at minimal cost.

Everyday life is becoming more demanding of higher education levels. Model Neighborhood Area families, as well as others, are confronted with determining income and accounting information for taxes. They frequently seek and obtain credit but are not aware of what they are paying for and if there is a better way to finance. Basic civil and criminal laws are confusing and misunderstood. These residents would like education on cooking, sewing, housekeeping, etc., which is available at times but unknown to them. Child-rearing is a common, yet confusing and very important problem which Target Area residents would like to learn more about. Inadequate knowledge of the government system, both local and federal, is another basic problem education could change. All these things are needed for a good family-life situation.

The Housing and Social Needs Survey indicated there were 363 heads of households with an eighth grade education or less in the Target Areas. Some of these people are illiterate and in need of adult basic education in reading, writing and math. A few families interviewed were completely without any formal education. These people have real handicaps when trying to live in our society which requires so much reading and writing--let alone trying to get a good job.

BASIC PROBLEM CAUSES

Lack of adequate income is another factor which is attributable to poor academic achievement. In the Target Area, 22.6% of the families have incomes below the national Office of Economic Opportunity poverty standards as compared to 10.4% of the city as a whole. The children in these families do not have cultural and enrichment experiences that many other families do. The Target Area family does not put emphasis on good vocabulary usage, on reading books and good magazines, and does not attach as much importance to academic achievement as other more-fortunate and better-educated families. Students from low-income families have a difficult to attend school while ill or who is kept out of school because of illness definitely will not be able to keep up with the pace of his classmates.

Another cause of Target Area students' problems is related to school personnel and their treatment of these problems. Teachers have not always been able to effectively deal with problem students because of necessary considerations of time and effort for the rest of the class. The "problem child" then must be either ignored or sent to a disciplinary person such as the principal. If the class is above the seventh grade, a counselor may be consulted. There are too many students per teacher and per counselor, and they cannot give proper attention to each "problem child" nor understand the reasons behind his behavior and effective ways to overcome the problem.

The education problems are very complex in nature and no one cause can be attributed to any problem. A multitude of environmental and personal factors affect each situation concerning a "problem child". The contributing factors are not clearly understood by the best of professional educators nor parents and will be an area of further investigation by the Helena Model City Program (see Social Services Component).

INSTITUTIONAL DELIVERY OF SERVICES

Helena School Systems

The Helena Public School District No. 1 encompasses all of the City of Helena. It operates ten elementary, two junior highs, one senior high, and a vocational-technical school, all within the Model Neighborhood. In grades one through nine there are 4,519 pupils and 1,594 in grades nine through twelve (see map).

The Catholic Church operates an elementary school, with grades two through eight. There are 590 students, of which 476 are from within the city limits. A secondary high school with 329 students and 270 from within the city limits is also operated by the church.

Basically, the Helena school systems' education programs are some of the finest in Montana. Graduates of Helena High School and Central Catholic High School generally do well as college students and as members of the community. Yet there are the problems of failing students and drop-outs as discussed earlier in this plan.

Preschool Education

Children need organized school readiness programs before they enter first grade, but the school systems have not been able to provide adequate preschool education. In the past three years, the public school has co-sponsored summer Head Start classes for 60 underprivileged preschoolers from Model Neighborhood Area. During the summer of 1968, Title I, Elementary and Secondary Education Act funds were available for preschool programs and 48 more Model Neighborhood Area children were able to attend a six-week kindergarten. There is no assurance that the Title I funding sources will be available for the summer of 1969, although Head Start has been approved.

The Rocky Mountain Development Council (Community Action Agency) sponsors a nine-month Head Start for 80 five-year-olds and a Head Start Child Development, Day Care Center for 40 three- to six-year-olds. They cooperate with the school system in sponsoring summer Head Start as mentioned previously. Most of these children are Target Area residents and have low-income backgrounds. All of these programs deal with preschoolers (pre-first grade) and are of good quality in terms of education and child development. Children who would eventually enter parochial schools also attend these preschool programs.

Helena has a few small private kindergartens for children of families who can afford to pay the costs. Some of these kindergartens are of good quality but others tend to overcrowd space and are not the most conducive to child development and education. All of these private programs are inspected and licensed periodically by the State Welfare Department. As mentioned earlier, approximately 50% of the children entering first grade have neither Head Start nor kindergarten.

Elementary Education

A child who has benefited from Head Start by enriching his experience background is left on his own after he begins school. By the third grade, some Target Area students have lost some of their advantages that Head Start had given them. No existing program is available to follow through with these children in order to keep them motivated and continue the enrichments begun in Head Start.

Mentally retarded students unable to compete in regular school classes are taught in a special education class. Seventy-one children are enrolled in this program, and their I.Q. ratings range from 50 to 75. This program is open to parochial students as well as public school students.

Under Title I of the Elementary and Secondary Education Act, three teachers are working with 99 students in remedial reading classes. An additional teacher is assigned to the parochial elementary school. Also under Title I, teacher aides (college students and part-time teachers) are working with 45 secondary students in the field of English at both public and parochial high schools.

A speech therapist is available for work with all students throughout the school system. A full-time psychometrist administers psychological tests to referred students and gives I.Q. scores to school personnel.

Secondary Education

Five guidance counselors serve 1,594 students in Senior High. Guidance services include career and further education counseling and some personal type of counseling. The emphasis, however, is on guiding the good achievers to proper colleges and a course of studies aimed at a future career. Very little time is available for personal counseling of problem children. Four Junior High counselors serve approximately 1,550 students, and one counselor is employed for Vocational-Technical School students. There are no elementary school guidance counselors.

The school systems attempt to meet the needs of the academic achieving child and the problem child with special personnel such as these. They are in great demand by teachers, principals, students, and occasionally parents, for direction with education problems. The ratio of these personnel to students is not adequate to meet the needs; for example, each high school counselor is theoretically responsible for 325 students and each junior high counselor is responsible for 385 students. All the requests for services cannot be filled.

The problems of the Target Area student many times are too complex for teachers and counselors to deal with adequately. More specialized personnel is needed, and no psychologist or psychiatrist is employed by the school. The only psychiatric services available to school students are through the Helena Mental Hygiene Clinic, and it has only one psychiatrist as its entire professional staff. This person must meet the needs of the entire community as well as working with school students (see Health Component).

The Elementary and Secondary Education Act, Title III, project is cultural in nature. The activities of the project are centered in the areas of art, orchestral music and dramatics.

Two classes in art have been conducted for a period of six weeks during the summer at the Junior High and at Reeder's Alley. The students who were enrolled in these classes were students who had shown interest and talent in art. They were high school age and recommended by their art instructors for further concentrated study.

The summer music program under Title III has emphasized orchestral music and has been carried on in conjunction with the band summer music program operated by the school district. Instruction on string instruments has been emphasized, with some instruction being provided for students on percussion instruments, flute and clarinet.

Each summer the school district has contracted with the Old Brewery Theatre for the dramatics portion of the project. The Old Brewery Theatre, a summer theatrical organization, has conducted a children's theater workshop and an adult's theater workshop and has presented plays to children free of charge. Some of the children who have participated in the workshop have played parts in the Brewery Theatre productions.

The art and music portions of this Title III program have had few Target Area students in attendance. The dramatic portion has had more Target Area residents participating and especially in audience at the free presentation for children.

Neither of the two school systems has a comprehensive health education program covering mental health; preventive health; information about medical care; sex education; drug, tobacco, and alcohol usages; nutrition; etc., for all grades one through twelve. Some basic hygiene education is provided by teachers and physical education instructors. All physical education classes from grades five and on have hygiene taught as part of the program. What is needed is a comprehensive approach to health education in all grades (also see Health Plan).

Both parochial schools offer hot lunches to students, but not all public schools do. Student usages of this service were inadequate to continue it in many public schools. This problem especially affects some of the Target Area residents who do not have the best nutrition at home. Students have complained about the taste and lack of variety of the school food in the past, and they prefer local food stands for lunches.

Driver's education is available in the public schools, but a fee of $20 is charged per student. This fee creates a hardship on some Target Area families, even though the benefits of driver's education is apparent to them. No provisions have been made for these families who cannot afford the fee. Even families who can afford the fee many times have to be left out for lack of instructors. This lack of service is increasingly important to young people as auto accidents are the leading cause of death in the 15- to 25-year age group.

Facilities

Lack of school facilities is a problem for properly educating some Target Area students. During the summer of 1968, a study into Helena's school system needs was made by the Educational Research Division of the University of Montana, Missoula. Three of the elementary school facilities had higher enrollment than what was recommended for the facility. Two more were filled to capacity. The other five schools are operating at a comfortable level; i.e., they are not overcrowded but cannot accept an appreciable amount of new students.

Four of these school facilities directly serve Target

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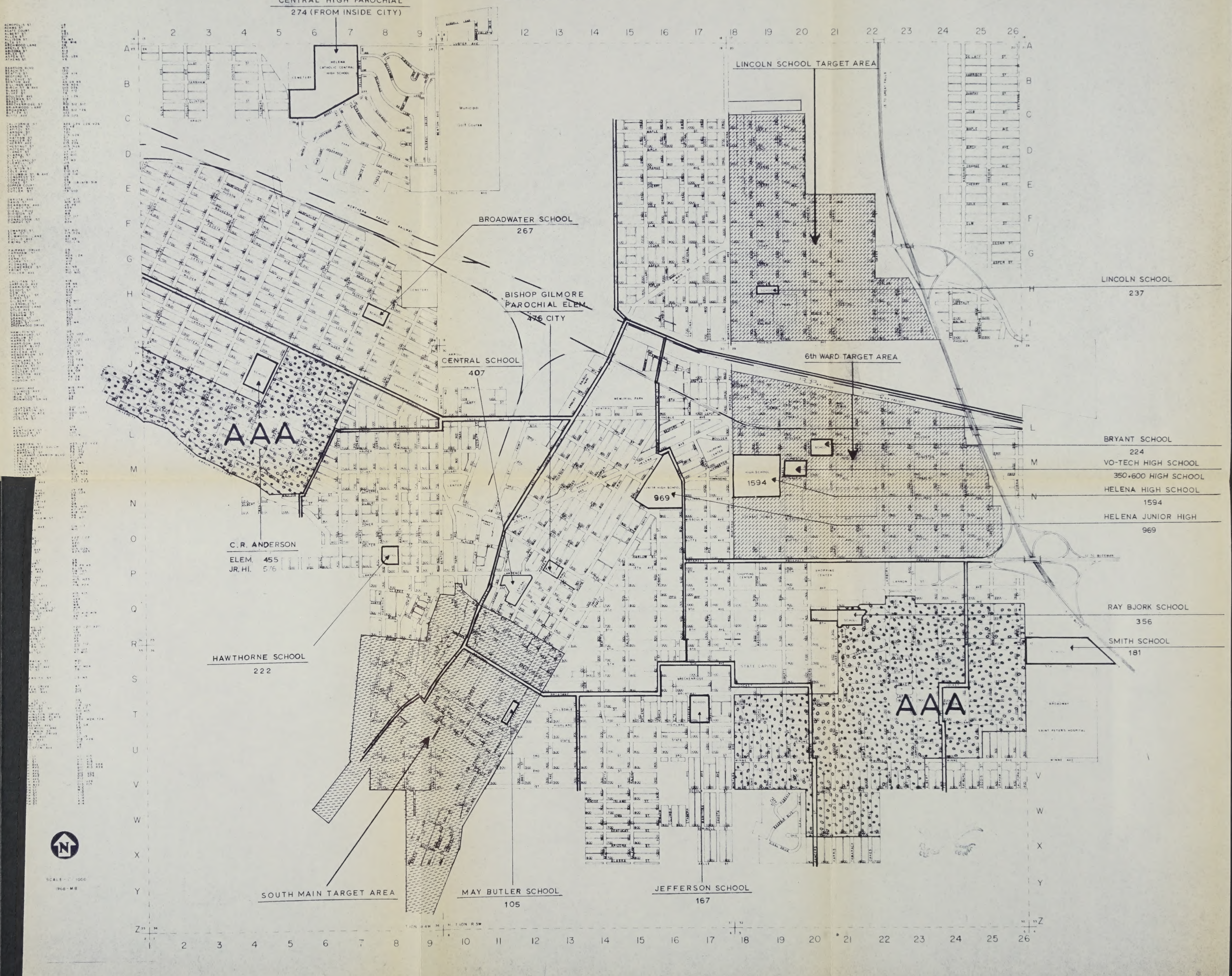
HELENA SCHOOL DISTRICT NO.1
ELEMENTARY BOUNDARIES
&
SCHOOL ENROLLMENTS

MAP OF
HELENA MONTANA


CENTRAL HIGH PAROCHIAL
274 (FROM INSIDE CITY)
LINCOLN SCHOOL TARGET AREA
BROADWATER SCHOOL
267
BISHOP GILMORE
PAROCHIAL ELEM.
476 CITY
CENTRAL SCHOOL
407
LINCOLN SCHOOL
237
6th WARD TARGET AREA
BRYANT SCHOOL
224
VO-TECH HIGH SCHOOL
350+600 HIGH SCHOOL
HELENA HIGH SCHOOL
1594
HELENA JUNIOR HIGH
969
AAA
C.R. ANDERSON
ELEM. 455
JR.HI. 576
HAWTHORNE SCHOOL
222
RAY BJORK SCHOOL
356
SMITH SCHOOL
181
AAA
SOUTH MAIN TARGET AREA
MAY BUTLER SCHOOL
105
JEFFERSON SCHOOL
167
STATE CAPITOL
NORTHERN PACIFIC RAILWAY
Municipal Golf Course
MEMORIAL PARK
SAINT PETER'S HOSPITAL
N
SCALE 1" = 1000
1968 - MB

Area residents. Of this four, Central is overcrowded, Bryant and Lincoln are filled to capacity, and the fourth one, May Butler, is operating just below the recommended enrollment level. The Junior and Senior High School facilities that serve the Target Areas are both considered overcrowded and in need of new space (see map).

This need for new and expanded school facilities may be compounded in the future by the possible closure of the parochial high school and elementary school. Present plans have been made by the Catholic Bishop to close the two-year-old high school facility and the elementary school in May, 1969. If this happens, the public school system will have to provide staff and facilities to handle these additional 920 students. The parochial school buildings may be available for lease or purchase by the public school, but much of this information is not available at this time.

Playground space is lacking for many schools in Helena (see Recreation Plan). Many of the school buildings are located on inadequate acreages, so whatever playgrounds are provided are too small. One acre per 100 children is the recommended land for school sites. Table IX indicates the extent of this problem. Three of the four elementary schools which serve the Target Areas do not have sufficient acreages (also see map).

TABLE IX

	School	Acreage	No. of Students	Ratio
*Elem.	Bryant	1.94	222	1 acre/114 students
Elem.	Broadwater	2.74	233	1 acre/ 85 students
*Elem.	Central	8.50	412	1 acre/ 48 students
Elem.	Hawthorne	2.20	222	1 acre/100 students
Elem.	Jefferson	2.40	165	1 acre/ 68 students
*Elem.	Lincoln	2.20	226	1 acre/102 students
*Elem.	May Butler	.60	103	1 acre/171 students
Elem.	Ray Bjork	3.18	356	1 acre/111 students
Elem.	Smith	14.83	188	1 acre/ 12 students
Elem. & Jr. High	C.R. Anderson	5.52	1020	1 acre/184 students
*Jr. High	Rodney Street	9.90	980	1 acre/ 98 students
*Sr. High & Vo-Tech		36.00	1529	1 acre/ 42 students

* = Directly serve the Target Area

Family case workers are not employed by the schools. Any individual family work is done by Welfare Department case workers for their clients. No services are available for other families in Helena. Many times communication has to be established between the family and school before the student problems can be adequately solved.

Vocational-Technical Education

The Vocational-Technical School is a part of the public school system. Enrollment is mostly made up of public secondary students, although post-secondary students are served. (Tuition is charged to anyone over 21 years of age.) The total enrollment for this facility was about 950 for the 1968-1969 school year, of which approximately 300 were post-secondary. This is contrasted with figures from 1966-1967 when there were only 200 total students in what was primarily an aircraft and auto mechanics program. This tremendous growth is a result of a new building facility and a new program approach to serve all vocational education needs.

The school offers instruction in agricultural mechanics, building construction trades, machine shop practices, aircraft technicians, business practices, electronics, computer technology, steno-clerk courses, practical nurses' training, etc. (see Appendix for complete listing).

Some of this training is not related to Helena's employment capacities. Electronics and aircraft technicians have to seek work outside Helena and even outside Montana. There are no industries or businesses to use some of the skilled training available at the Vocational-Technical School. This problem is discussed at more length in the Economic-Employment Component.

The phenomenal growth of this school has created a new problem. For this present school term, 1968-1969, there are 260 students from outside Helena. The school provides no dormitory facilities nor housing program and the students have to find what they can in the community (also see Shelter Component). The high cost of rental housing and its scarcity in Helena, coupled with the tuition fee for those over 21, tends to discourage some lower-income students from using this education system.

The growth has created a class-load which has filled the building to capacity so that more space will be needed within another year. Projections for 1969-1970 show an increase to 1,200 students and a continual rise for 8 to 10 years with a total enrollment of approximately 3,000. In order to meet this increase in enrollment, regular evening classes will be scheduled for secondary students as well as adults.

The school facilities have not usually been available for public recreational uses after school hours (see Recreation Component). Even playgrounds have been closed at times to public use. During the summer, play equipment is taken down and stored. School libraries are also closed to public use after school hours. Target Area residents have indicated a desire to use these facilities during evenings and the summer as they are more centrally located for community centers and recreation. There are no organized public recreation programs for people of all ages. School facilities could be used for this purpose winter and summer.

Adult Education

The Concentrated Employment Program (CEP) is a Department of Labor program which provides basic education and job training to unemployed and under-employed Model Neighborhood residents. Basic education is available for adults in reading, writing and math. This program is open to all Model Neighborhood residents at no charge. Usage has not been high as publicity has not been adequate to reach those who need it.

High school equivalency certificates (GED) are available through the State Department of Education, and preparation is provided through the Rocky Mountain Development Council and the Concentrated Employment Program, at no cost. Since the Concentrated Employment Program began in August, 1968, 17 GED's have been obtained by program enrollees.

The services of the Vocational-Technical School and the Capital School of Business are available at no cost to CEP enrollees. The CEP program will pay tuition to those schools and also pay the enrollee maintenance costs so that these types of training are available to Model Neighborhood Area residents. Since the program's inception, 158 low-income people have been enrolled, of which 115 are from the Model Neighborhood (see Table VI and Employment Component).

Carroll College is a liberal arts private Catholic school, located in the Model Neighborhood. Bachelor of Arts degrees are offered in elementary education, art, biology, business administration, chemistry, French, history, Latin, math, philosophy, sociology, Spanish, political science, and German. No graduate courses are offered. Target Area students may enroll at Carroll regardless of creed, but they have to be able to pay the $475 tuition, and room, board and incidental fees, per semester, and have graduated from high school with average grades or better. Federal government and private grants-in-aid and loans are available to these students (according to financial need). The federal work-study program and other school employment may help students with financial problems while attending college at Carroll. Students with GED high school equivalency certificates may be admitted if recommended by a high school principal or similar person and after passing an academic achievement test. Target Area adults have a difficult time enrolling in college because they do not always qualify for the academic and financial aid standards.

The Capital School of Business is a private school offering various business courses to local residents. Regular fees of about $100 a month are charged to all students. Training is available to some Target Area residents at no cost and with wages through the Concentrated Employment Program. Courses offered at this school include computer programming, accounting, steno-clerk, secretarial, bookkeeping, etc.

The Lewis & Clark County Extension Office offers homemaking education for Helena residents. Household budgets, nutrition, food preparation, better housing and furnishings, children's needs are all areas of education for this agency. Until recently, this education has not been geared towards low-income Target Area families. In January of 1969, a new approach was developed whereby a homemaker is training three Model Neighborhood residents to work with neighborhood families as an outreach arm of the agency. Nutrition is the focus point of this project, and no evaluation of its success is available yet. Class cooperation is being realized between the Extension Service and Model Cities for this project.

The Lewis & Clark County Health Department sponsors a Children and Youth Health Clinic which directly serves Target Area children. A Health Educator has been a member of this staff for only a few months, but he is developing health education projects for families involved with the clinic (see Health Component).

CAUSES OF DELIVERY SYSTEM PROBLEMS

Lack of available funds is probably the most basic cause for inadequate delivery of services by the public school and the parochial school. The levy for Helena's public school is 124.46 mills which is 57% of the total tax levy in Helena. This money is needed for school operating expenses, with very little available for special emphasis programs or building projects. Special bond issues have to be passed for new or remodeled building facilities, and a materials and administration center was voted down two years ago.

Special emphasis programs are not always favored by the school board nor the public when additional expenses are required. The school system requires many tax dollars to operate, and they must cut expenses at some point. Traditionally that cutting point has left out programs such as kindergarten, elementary guidance, psychiatric services and family caseworkers. Elementary and Secondary Education Act, Title I and Title III, funds have been used as they are available, but this has not been adequate to meet all needs.

The lack of funds has become very acute for the parochial schools. As mentioned before, plans are being made to close the Central High School in May, 1969. These schools are supported by the families sending their children and the local diocese. Another basic economic fact is that Catholic nuns were used as teachers at very nominal costs. Now the nuns are becoming less numerous, and other teachers have to be hired.

Reprieval of the funding situation had been sought from the 1969 Montana Forty-first Legislature. A bill that would have allowed state funds for parochial textbooks, school busing, etc., was not passed by the legislature. Another bill, to allow state funds for kindergarten, had the sympathy of the legislature but not enough support for appropriating funds. Funds will be available for Vo-Tech schools according to a bill that was passed.

Lack of communication is another cause for delivery service problems. Parents, students and teachers do not always establish the best communication links for the understanding of a "problem child's" situation. Teachers do not have the time to get involved with a family situation and, therefore, do not always know the circumstances behind a "problem child's" behavior. Outreach work from the schools is very minimal in this regard.

Parents, in turn, do not always respond to school invitations to discuss their child's problems. Target Area families, being less familiar and comfortable with the school situation, oftentimes do not confer with the school even when their child is in trouble. A closer rapport between parents, students and teachers is needed to effectively educate the "problem child".

Other agencies providing educational services have not met Target Area residents' needs either. They traditionally worked with the rest of the community, who tended to be more responsive to institutional instruction and class situations. Many times efforts were not made to meet Target Area residents at their level and capacity.

EDUCATION GOALS AND OBJECTIVES

I. To provide better methods of preparing students for school and better methods of instruction after they begin school.
  A. To provide uniform preschool education for all five-year-olds.
  B. To bring the level of elementary school retentions among Target Area students down to the level of the remainder of the city.
  C. To bring the level of remedial education among Target Area and Model Neighborhood students down to the level of the remainder of the city.
  D. To bring the level of drop-outs among Target Area students down to the remainder of the city.
  E. To provide adequate educational facilities and space at all Model Neighborhood Area schools.

II. To provide adequate adult-education methods for all Model Neighborhood residents.
  A. To raise the average educational level of Target Area heads of households to 11 years.

B. To provide continuing education for all Model Neighborhood residents in areas of everyday life.

C. To make post-secondary educational and vocational programs available for the desires of Model Neighborhood residents.

III. To make school facilities available to the public.

A. To provide community centers in all schools for public recreation, education and meetings.

PROGRAM APPROACHES

ED-1. A comprehensive approach, focusing on the problem student, will be established in the Helena schools.

ED-2. New methods of instruction and new curricula will be established to meet the needs of Model Neighborhood students.

ED-3. Adult educational services will be strengthened and broadened to meet the needs of Model Neighborhood adults of all ages.

ED-4. An after-school program of recreation and education for children and adults will be established in school facilities.

CHANGES UNRELATED TO PROGRAM APPROACHES

Montana state legislation has been slow in providing adequate laws and funds to allow schools to establish complete education programs. The legislature is bound by an inadequate tax system, and good education legislation has fallen by the wayside because of lack of funds. A tax structure improvement is necessary for future Model Neighborhood education. These changes are required for kindergarten, driver's education, vocational-technical and other program development.

Attitudes toward better education programs are generally favorable on the part of the public and the system. A change in broadening preschool thinking could be further developed. At this point, kindergarten is basically the extent of preschool thinking, with little thought toward other preschool educational areas.

A notable change that is now taking place is the concept of vocational-technical education. Only a short three to four years ago, this program was limited to airplane and auto mechanical training. Now a sweeping change in philosophy and approach has made various types of training available for a cross section of the public.

STRATEGY

Strategy Among Goals and Objectives

Goal I is top-priority concern of the Education Committee. Helena has many adults in need of various types of education, but the adequate education of children and youth, as expressed in Goal I, will be the basis for solving adult education problems of the future. The school system and the Model City program have recognized that problem students in the early grades are indicators of future drop-outs and poorly educated adults.

The school thinking in the past has been to educate the academic achievers in the most efficient manner. But now it is changing and the "problem student" is beginning to get attention. The objectives of Goal I are direct results of this relatively new thinking.

Goal II has objectives that aim directly at educational problems of the adult Model Neighborhood resident. Unemployment, low-income and poor home environment can all be related to poor educational levels of Model Neighborhood heads of households. Goal II will attempt to raise this level of education. This goal is of paramount importance to Model Neighborhood families, yet it is of a lower priority when compared to Goal I. Prevention is the mode of Goal I, and prevention in this case takes precedence over treatment which is the mode of Goal II.

Goal III is directly related to recreation and only incidental to education. The use of school facilities is important to Model Neighborhood residents for their families' recreational needs. But it has a low educational priority.

Strategy Among Program Approaches

The education of Model Neighborhood students is basic to all of their life. Emphasis will be placed on changing the education system in areas that will most affect the education of students. Later, problems with adult education can be somewhat eliminated by a better elementary and secondary education.

This emphasis definitely places the Remediation and Diagnostic Center project as being top priority, and this is a part of program approach ED-1. ED-2 is equally as important because the treatment provided by the Remediation and Diagnostic Center must be coordinated with school instructional methods and curricula to fully realize a successful resolution of student problems. The third factor involved here is the family home environment. Although the Health and Social Service components will be the prime programs in changing home environment in order to create a better education atmosphere (among many other results), the ED-1 program approach also contains outreach social work from the school towards the home.

ED-3 pertains to adult education, and for many Model Neighborhood residents this is very important to employment and social success. When looking at the overview of education, adult programs have to take a "backseat" to the more preventive and basic nature of youth education. This same priority holds true for ED-4 which is more of a recreational nature and not basic and preventive as youth education.

RECREATION

A NEW CONCEPT TO HELENA IN RELATING RECREATIONAL AND CULTURAL FACILITIES TO THE NEEDS OF ALL PEOPLE IS COVERED IN THE FOLLOWING DISCUSSION

> "It's no wonder the young people of Helena turn to drinking parties and mischievous activities... there's nothing for them to do in Helena...no place they can call their own...and what recreational facilities we have are too crowded."

The above quote concerns itself with the recreational resources relating to youth. In a recent survey to measure the attitudes toward culture and recreation, it was pointed out that the problem is not exclusive with the youth. All ages from preschoolers to Senior Citizens are affected. The problems addressed are:

1. Lack of playgrounds and parks that are well equipped and strategically located to serve the residents of the Model Neighborhood.
2. Limited activities that low-income residents and their families can participate in.
3. No year-around city recreation and cultural program.
4. No full-time director to coordinate programs.
5. Limited recreational and cultural resources for Senior Citizens.
6. Limited and over-crowded youth facilities.

INITIAL CONDITIONS

Small Children

Mothers of small children have a common complaint. In the winter, when temperatures drop below zero, the children are "couped up" at home and become restless. In the summer, these same children are limited to neighborhood play, and in most neighborhoods there are no public playground facilities. The problems of this age group relate to their inability to travel any distance to reach play areas.

The only alternatives left for this age group are to turn to other forms of amusement, some which may be hazardous to their life...and to other's property. This form of activity included playing in the street or around abandoned buildings... playing with matches, which often results in grass fires, and in turns threatens homes. In some cases sheds and garages are set ablaze. Windows are broken as a result of rock-throwing and neighborhood "rows" result.

Teen-agers

Teen-agers have expressed themselves as "wanting a place they can call their own...a place where they can 'get away' from adults and adults can get away from them." Their desires vary, ranging from "just wanting to sit and visit," to "running their own recreation program." At this age they seem to have the desire to achieve independence to a degree and still want minimal assistance.

Young Adults

This group is less demanding and less dependent upon outside resources to fulfill their cultural and recreational needs. For the most part they either own or have access to automobiles which gives them a great deal of mobility. Included in this group are those in their late teens and early twenties, some of whom are married and still without families.

Having the ability to move about freely, they take advantage of regional recreation such as swimming at the lake in the summer, skiing and ice skating at various areas in the winter. Generally they are working, and the money they make allows them freedom of choice to do a variety of things. This group is energetic and needs activities of a cultural and recreational nature to satisfy their drive. They feel too old for the younger groups, and too young for the older groups.

Families

A common complaint of families and more particularly those in the lower income brackets is that there are no family activities available. Those with three and four children find their family unit being pulled apart simply from limited things to do. Those who have more money can take advantage of the cultural and recreational activities that lend themselves to family usage.

Such sports as boating, water skiing and owning a summer cabin are enjoyed by the more affluent. Skiing in the winter lends itself to a wholesome family activity. Cultural activities such as concerts and plays usually cost money and thus the low-income family is prohibited from this form of enrichment.

Senior Citizens

The older community requires companionship and a longing to be "wanted". They speak of the need for being accepted in the community and to serve a useful function. When these minimal needs are not met, they tend to shrink from society.

Eating habits become sporadic and health problems follow.

Forced to live on minimal incomes, they cannot afford private modes of transportation, and in some cases their physical condition will not allow them to drive their own car if they had one. Visiting with old friends, walking, playing checkers, or just sitting in a park satisfies many of their needs.

The most recent estimate of Helena's population is 24,000. Based on school enrollment and studies conducted by the Community Action Agency, the following break-down has been estimated:

Preschool Children -	2,680
Students (1-12)	6,500
Adults	8,550
Senior Citizens	6,200

The number of adults include those beyond high school and up to age 55. No accurate breakdown of this group is available as to young adults and families.

BASIC PROBLEM CAUSES

The reasons that have contributed to the problems of all ages as previously mentioned can be categorized as follows:

1. No adequate playground areas strategically located to serve neighborhood children.
2. No community parks within walking distance of neighborhoods.
3. Limited cultural activities available for low-income families.
4. No public transportation available to Model Neighborhood residents.
5. Antiquated and over-crowded facilities for

teen-agers and no area exclusively set aside for them.

6. No coordinated program direction that addresses itself to the cultural and recreational needs of the community.

To explain these deficiencies, it is necessary to consider the services that are provided in the community both by public and private agencies and organizations.

DELIVERY SYSTEM

City of Helena

During the summer months, the City of Helena engages in a variety of recreational activities that do meet many of the needs of young people. Although the full-time staff of the Parks and Recreation Department is limited to 4, they do employ an additional 34 people, primarily students, to assist in the summer recreation program. These programs are:

Boys and Girls Baseball and Softball Program. This activity involves some 1500 participants. Leagues are formed, schedules set up so that a full summer's activity is programmed. Sponsorship of teams is handled by service clubs and private commercial firms. These sponsors supply uniforms and equipment. Coaches are recruited from interested fathers or club enthusiasts. Children from ages 5 through 15 are encouraged to participate. There are no restrictions as to involvement. Desire and ability are primary ingredients.

The Municipal Swimming Pool, located in Memorial Park, is an outdoor pool, open from June through August. It employs a total of 9 people including life-guards, cashier, manager and filter operator. The pool operates 6 days a week from 1:00 p.m. to 5:00 p.m. for individual swimmers, and 6:00 p.m. to 8:00 p.m. for "Family Swim". The family approach was just initiated last year, and has been well received. One deterrent to the evening family swim has been an inability to effectively warm the water. Montana evenings, even in summer, do not lend themselves to comfort when dressed only in a swimming suit.

There is a charge of 35¢ to swim in this facility. Those children from low-income families are given free passes; however, the system of distributing those passes has not always met the needs of all children. The Welfare Department distributed approximately 200 passes last year to children from families who were welfare recipients. The criteria for other families was the income level used to qualify for the Food Stamp Plan. Those income levels were: Family of 8 - $450 mo.; family of 5 - $360 mo.; family of 3 - $300 month.

According to Neighborhood Council people and the Welfare Department, many families who would qualify under this criteria were too proud to call and disclose their income. No outreach plan was developed, no advertising employed; it was strictly word of mouth by the children. The result was that many qualified children were left out.

Wading Pools. There are 3 wading ponds in the city. One in South Main Area #1, and one near the Civic Center, and one in the Sixth Ward. There are no facilities for constant chlorination or purification of these ponds. Parents fear the possibility of infectious disease. In the peak season, pools become so overcrowded that small children could easily drown before anyone noticed them. There is only one high school youth attending each pond, and it is almost impossible to oversee 30 to 40 screaming, splashing, crying, laughing children. Often mothers will accompany their little tots to the pond and assist the youth on duty.

With only 3 ponds in the entire city, only a small portion of the preschool children can be served.

Tennis Courts. There are 2 tennis areas serving the entire city of Helena plus those who reside in the suburbs. One is located at the Civic Center and has four courts; the other is in Lockey Park (AAA District), and has two courts. These facilities are free of charge. Between the 2 areas, a total of 6 games can be played at any one time. When you consider they serve a population of close to 27,000, it is evident that tennis facilities are completely inadequate.

Handball. One city handball court is available to residents. It is located in the basement of the Civic Center, and is not generally conceived as being "open to the public". It is primarily used by members of the Police and Fire Departments, and serves as a conditioning measure for them. There are no extra locker facilities for public use. There is a small group which participates in handball play, but no attempt is made to encourage residents to participate, simply because facilities are inadequate.

Municipal Golf Course. The city owns and maintains a 9-hole golf course. It is equipped with grass greens and fairways. Green fees on weekdays are: 9-holes, $1.50; 18-holes, $2. There is a green fee for 18 holes on weekends of $2.50. Season memberships can be purchased at the following rates: Adult Couple, $80; Single Adult, $45; and Minors, $25. There are 323 members, but you need not be a member to play. The course is open from 5 to 7 months a year, depending on the weather. Average play per day is 175 people. Rental clubs are available for $1.50. There is no provision for special rates for low-income residents or senior citizens. Students do receive a slight reduction of green fees during week-day play.

The course is maintained and operated by one Golf Pro, and four men who serve as greens-keepers, watermen and night watchman.

Community Parks. There are 2 parks designated as Community Parks. They are Memorial and Bausch parks, adjacent to each other, located at the northern edge of the business district (see map in Appendix). Memorial Park is the only completely equipped park in the city. It contains the municipal swimming pool, the American Legion baseball stadium, a bandshell, picnic tables, playground equipment for small children, and ice skating rink and ample plantings of trees and shrubs as well as broad expanses of grassy areas.

Bausch Park, located just across a main arterial from Memorial Park, began as a landscaped area to shield the city dump from motorists. Since then a lighted softball field and horseshoe courts have been added.

The problem relating to these parks is accessibility. Unless families have transportation, they are not accessible.

Neighborhood Parks. A favorite form of recreation for older citizens is sitting in the shade of a tree on a warm summer day and visiting with friends and passers-by. Parks that lend themselves to this purpose are designated as Neighborhood Parks. They are scenic in nature and should contain pleasing flower arrangements, fountains, park benches and shade trees. We have 6 designated parks in the city for this purpose. Two of these parks, Hill and Women's parks, are partially developed and adequately serve this purpose. One other which is in reasonably good repair is the Civic Center grounds, just across the street from Hill and Women's parks. A small one which serves older residents of the Sixth Ward is called Flower Garden Park. All others are undeveloped even to the extent of not having grass. The problem is, that all 3 larger parks are located in one area With no form of public transportation to reach these parks, there is little effective use of them by senior citizens.

Ice Skating Rinks. In the winter ice skating appeals to a wide variety of age groups. The City of Helena has one official skating rink. It is equipped with a warming house, music to skate by and a lighting system. One man is paid $100 per month, plus any money he makes from his concession stand to maintain the facility. No actual count has been made as to usage, but it is always full to overflowing on days when the weather is ideal for this sport. There is no charge for the use of this facility.

This winter, the city agreed to maintain 6 neighborhood rinks around the city. These are not lighted, but have served to reduce the traffic at the main rink in Memorial Park. The additional rinks are located on private property and have been initiated at the request of residents.

Rocky Mountain Development Council

The local community action agency has had an impact on the recreational life of the community through programs and projects they have started.

County Fairgrounds. Through the joint cooperation of the County Fair Board and the Community Action Agency, a large recreational complex has been developed at the County Fairgrounds. This facility now provides picnic and camping facilities, playground equipment for children, horseshoe courts for adults, a fish pond exclusively for youngsters and pleasant seating areas. The race track has been rehabilitated and in recent years horseracing has attracted several thousands of people. This is not carried on under the auspices of the Community Action Agency.

Once each year for 3 days, the Last Chance Stampede is staged at the Fairgrounds and attracts people from all over the state. There is an admission charge for this event. Prior to the Stampede, an elaborate parade is held in town for the enjoyment of all ages.

All facilities are free to the public, except during periods when special events are scheduled.

Courthouse Park. A small grassy area near the county courthouse was converted to a combination sitting area for older citizens and a play area for children last fall. This neighborhood facility typifies the recreational areas that are so badly needed throughout the community. All construction was handled by men on the Operation Mainstream program of Rocky Mountain.

Senior Citizen Program. This year the Rocky Mountain Development Council received funds through the State Commission on Aging for work with Senior Citizens. Two centers have been established and a staff employed. One center called the "Drop-in" branch, is in the Placer Hotel (ground floor) and serves as a rest area for older people when shopping, or just out walking. Coffee and cookies are served, and a lounge area enables those who wish to play cards or just sit and visit. The main center is in the Sixth Ward Target Area, housed in the old St. Mary's church (see Social Services Component). Activities which are programmed include oil painting, water color painting, card playing, bingo, handiwork, films, dinners, dancing and socializing. Arrangements were made with a local bowling alley to reduce the rates for a special Senior Bowling Club. There are now about 25 older citizens who bowl regularly each Monday. The charge is 3 games for $1.

Actual membership in the Senior Citizen center is not allowed by law; therefore, figures are not available as to how many persons have availed themselves of this service. An estimate by the director suggested perhaps 250 people. This facility serves a very necessary function in the recreational and cultural lives of our older citizens, and needs to be expanded.

Rocky Mountain Development Council is providing hot lunches for Senior Citizens. This program is operated in the same center (see Health Component).

Summer Recreation Program. During the summer of 1968, Rocky Mountain instituted a summer recreation program designed to fill the needs of children whose parent or parents work. These children are without supervision. The problem exists during the school year also, but is amplified during the summer. Two Work Study students were employed, and recruited children of Head Start mothers and women working at the Women's Service Center. Approximately 45 children were involved in the program. The purpose was to involve them in recreational and cultural programs that were going on in the city. A major problem was transportation of the youth from one place to another.

Young Men's Christian Association

The YMCA is a locally controlled organization which serves people of all ages in the community regardless of race or religion. The specific programs relating to recreation are:

Indoor Swimming Facility. There is a small pool (25'x50') with a diving board at one end. This pool has proven to be entirely too small for the community. Activities for recreational swimming, swim training and training of lifeguards is carried on. There is one night a week set aside for "Family Swim."

A prerequisite for use of this and other "Y" facilities is either a separate fee or membership. For those youth or adults who cannot afford either fees or membership, free memberships are given. The method in selecting those who qualify is by referral from both the Welfare Department and the Community Action Agency.

Gymnasium. There is a small gymnasium with a running track overhead. Grade school children and young adults use this gym as a part of their organized basketball league play. The "Y" sponsors Teen Dances which are held in the gym. These dances are programmed about once a month. No admission is charged.

Handball Court. This is the only other handball court in the city, and its use is largely pre-programmed by those who participate in league play. This number is very few (15), due to limited facilities.

Athletic Club. This facility is available at a special additional rate to adult men in the city. It has a steam room, exercise equipment and lounge, separate from other facilities. Its primary use is by the businessmen of the community. Membership is not restricted; however, the fee of $100 prohibits many from using it.

Miscellaneous. In addition to the services mentioned as part of the "Y" facility, there are areas for ping pong, pool, weights, boxing, checkers, and other games. There is no way of separating facilities as to age groups. The building has served the community well for many years, but was never intended to accommodate the volume that is generated by our population growth.

YMCA Summer Camp. About 35 miles west of Helena, the "Y" operates a summer youth camp named "Camp Child." This camp handles approximately 320 boys and girls each year. About 40 of those attending were given free memberships and an additional 25 to 30 worked their way to camp by selling candy. During the summer of 1968, the Salvation Army summer camp program was integrated into the regular "Y Camp" program. Children from all income levels thus enjoyed camp together.

The camp is also used by church groups and other organizations during the summer months.

Total YMCA membership last year was 3,270. About 1,885 of that group are under 18 years of age. An additional 2,700 people have used the facility who are not members. The total number of free memberships awarded last year was 200, of which many were sponsored by local service clubs.

Helena School District - Parochial Schools

No other single agency has as much impact upon the recreational life of the youth as do the schools. The 2 systems handle a total enrollment of some 6,500 students. The public system has 10 elementary schools, 2 junior high schools, one senior high school and one vocational technical school. The parochial system has one elementary and one high school (see Education Component).

Organized Sports. Both systems have organized sports in the areas of football, basketball and track. Participation in these sports is voluntary, and is encouraged from the elementary grades on. Physical education is a part of the school curricula and consequently all boys and girls must participate in these activities.

Additional sports which are optional with students are tumbling, gymnastics, tennis, archery, golf, wrestling, flag twirling and cheerleading. These extra curricular sports are available at high school level and junior high.

All of the above sports are significant both from the standpoint of the participant and the fan. As much recreation is achieved by support and enthusiasm for "your team" as there is in actual participation. This enthusiasm is carried over into the adult population as well, and several thousand people each week look forward to the "home games" that will be played. Admission is charged. No provisions are made to allow the low-income adult who cannot afford the price to attend games. Activity tickets, which allow children to attend school functions, are sold ($5). If a student cannot afford one, he is given the opportunity to work around the school and earn his ticket. According to the high school principal, approximately 50 to 60 activity tickets were earned in this manner last year.

The school does not obtain a prior list of children from families in need, but rather, handles it through counsellors and individual teachers who are aware of the student's situation.

At the junior high level, tickets are given to everyone, and students are asked to bring their fee ($2.50). There are about 15 to 20 each year who do not pay. This cost is written off by the school.

School Dances. Both the junior and senior high schools in both public and parochial systems provide dancing in the gym at various times. There is no admission charged.

The City Police Department sponsors dances at the Civic

Center following "home games." An admission of $1 is charged; however, police have said that if a student does not have the money and he comes to the door, he is admitted free of charge.

Playground Facilities. In a sense, school playgrounds provide excellent sources of neighborhood activity for children. During those months while school is in session, children can avail themselves of the swings and slides and play areas. In the summer months, schools take in their equipment and these youth are left with only a vacant lot. The question of liability in the event of an accident has been stated as the reason.

School administrators are aware of the problems and needs of youth during the summer months, and as a result, did open several of the gymnasiums this past summer for use by children. The problem encountered at the school level is the cost of maintaining this service.

Scouting (Boys and Girls)

The Boy Scout program in Helena attracts about 1,000 young boys. Various church groups including the Salvation Army sponsor troops. Schools (PTA's) are another significant sponsor. The boys have a summer camp on Moose Creek, about 30 miles from Helena. This camp is attended one week of the year. The big scout jamboree is held in Glacier National Park. Scouts work their way to these camps by projects within the troops.

The Girl Scouts in Helena number about 500. They have access to Camp Thunderbird (20 miles from Helena), where they spend from one week to 10 days each summer. There is a $1 annual membership fee to the national organization. Again, the girls have work projects to raise money for their troop.

Private and Commercial

Other recreational sources appeal to citizens of all ages on a commercial and private basis.

Bowling Alleys. Helena has 2 bowling alleys with a total of 36 lanes, one with 12 lanes, the other with 24. There are a total of 1,116 men and 1,100 women who participate in league bowling. No figure is available as to those not in leagues. League rates are 50¢ per line, which helps to buy trophies, etc.; open bowling is 40¢ per line. Senior Citizens and students receive a discount (3 lines for $1). There are approximately 50 mentally retarded people from the state school in Boulder, Montana, who come once a week and bowl free of charge at the Imperial Lanes.

Helena Gun Club. The Helena Gun Club provides recreation for about 75 adults in Helena. Rates are $2 per year for juniors and $5 per year for seniors. There is no coordinated program with the high schools. Trap and skeet shooting are provided at the club. Members receive a reduced rate on shells. This is a fairly expensive sport.

Tour Train. Helena Unlimited Inc. has a Last Chance Tour Train which takes tourists and local people on a scenic and historical ride of the city. The charge is 50¢ per ride. It operates during the summer months only.

Private Clubs. Helena has the usual number of private clubs such as Elks, Eagles, Moose, Oddfellows, Masonic Lodge, Knights of Columbus, etc. These organizations appeal to the elderly more than the youth. They all have social events such as dancing, dinner and picnics during the summer months. Some organizations give an honorary life membership when a member reaches age 65.

The Montana Club, one of the oldest private clubs in Montana, has a resident membership of 580 people. Dues are $14 per month. If the individual wishes to golf, he can join the Country Club for an additional $180 per year (family membership). Members of the Montana Club may participate in dances, dinners and bar facilities.

Churches

There are 31 churches in Helena of varying denominations. National figures indicate that 61 to 63% of the population are members of church groups. Figures for the west are historically below these, and it is estimated that for Helena approximately 50% are active church-going members. Churches vary in the techniques used to determine membership, and hence an accurate account is not available. Most churches conduct Sunday school sessions on a year-around basis, and coordinate teaching with recreational activity. Young adults and older people all derive a certain amount of social and cultural benefit as well as theological instruction from the programs of the church. Dinners, dances, parties and general social gatherings all play a vital roll in the lives of the participants. Social contacts are made within the church and special committees and organizations give individuals the outlet they need to become useful members of society. As previously mentioned, churches have played an active role in sponsorship of scouting programs, church youth camps (summer) for children, and retreats for older members.

Service Clubs

There are approximately 30 organizations listed as "service" organizations in Helena. The men's groups such as Lions, Kiwanis, Rotary, Civitan and Jaycee's, to name a few, play an active role in the development of recreation areas within the city. As private projects, they assume the responsibility, in coordination with the city, to purchase playground equipment, plant trees and supply manpower needed to develop an area. No accurate figure is available as to total membership in these groups, but estimates are that some 3,000 people do belong to this type of organization.

The myriad activites performed offer excellent sources of recreation and entertainment to members either through work projects or activities of a social nature. Most of these groups have membership dues which hinder low-income residents from participating.

Others

Many residents seek recreation through family and individual participation in outdoor activities. The lakes, streams and mountains provide excellent resources for camping, hiking, fishing, etc. Regional recreation facilities are convenient for those with automobiles.

The bar or tavern takes up a good portion of many individual's and family's recreational time. As indicated by gross sales of alcohol this is a growing form of social activity, the results of which can create untold problems (see Social Services Component).

Helena Symphony Orchestra. This fine community group is aided by city funds and facilities. There are approximately 35 members who practice once a week at the Civic Center. Symphonies are presented 3 or 4 times a year. An admission fee is charged to defray expenses incurred by the group. Anyone with ability is encouraged to participate.

Symphony Chorale. This body works in conjunction with the orchestra in presenting concerts. Everyone with musical ability is welcome to sing. The directors of both of these bodies are subsidized by a small token payment by the city ($750 annually). This money also goes toward the purchase of music, etc. About 50 volunteers participate.

Old Brewery Theatre. The Old Brewery Theatre, a summer playhouse for aspiring actors and interested thespians, has proved to be both an excellent source of recreation for those attending and culturally significant as well.

Each summer there are 5 adult plays produced. Students and aspiring actors from around the nation take part in these productions, as do local citizens. The number of local people participating in plays varies; however, there are usually about 10 local people assisting in adult productions, and from 15 to 30 children in youth plays.

This offers Helena youngsters, regardless of race, income or social status, a chance to extend any natural abilities they may possess.

The theatre is accredited by the University system.

Historical Museum. The State of Montana's Historical Museum is housed in Helena. The works of Charles Russell are a major attraction, as well as a rotating display of local and regional artists. There is no admission to the museum. It is attended by more than 100,000 tourists and local people each year. This facility gives the viewer a great insight into the Indian's culture as well as the early pioneer's mode of living.

Scattered throughout the city and surrounding area in homes, hotels, basements, and attics is a wealth of articles, documents, and the like, which tell the story of the Old West, as it was lived in Helena. Many of these are likely to be lost if a concerted effort is not made to collect them. Some objects which have been collected are housed in the State Historical Museum. This facility, though it beautifully displays Montana history, is so limited in space that many of the donations cannot be displayed.

Schools. The schools of Helena play an active role in the cultural development of the citizenry. Students may take elective courses in art, music and drama and participate in choral and instrumental groups if they desire. The school system provides instruments and training for children of all ages. Many of the concerts and dramatic events they produce are free of charge and open to the public. In all cases, children are invited free to matinee performances. Hundreds of children participate each year in such sterling performances as "Mikado," "The King and I" and others. The general public is enriched by these performances as well. The admission fee is generally $1 to the public.

Archie Bray Foundation. This is a nonprofit organization of international fame. Such noted potters as Rudy Autio, Pete Voulkos, Val Cushing and Pete Jones have studied at the foundation through government grants and workshops. There are approximately 30 Helena residents who participate. The cost is $40 for 11 weeks instruction. No allowance is made for low-income resident participation. This fee includes the cost of clay and other necessary items.

Reeder's Alley. A group of women have been instrumental in developing an older area of town into a tourist attraction. Small shops have been developed and a series of one room units have been converted to artist's studios during the summer months. Painting lessons for young people are given free of charge through the help of a Title II ESEA grant (ages 15 to 20). There are approximately 20 youth who take advantage of this service each year (see Education Component).

CAUSES OF DELIVERY SYSTEM PROBLEMS

Although it would appear that the city does provide an abundance of cultural recreational activity, a major problem has been the lack of coordination that could be achieved by a recreational director. The city does not employ a full-time director, only a summer director to work in the youth program.

It is also apparent that recreation from the broad standpoint of serving all age groups has never been a major consideration. This concept could also be achieved by the services of a full-time person.

Until such a time as cities are given a greater say as to expenditures, and new sources of revenue are available for cities, the problem of money will be a significant obstacle. Money for more programs -- money for increased personnel to administer programs -- money to expand facilities to provide cultural and recreational opportunities to all the people.

Another major problem which has not been addressed is the concept of providing services for the majority with little or no regard for those who, because of inadequate incomes, are unable to participate in even the public services. This awareness created by Model Cities should open new vistas for the low-income family.

Agencies such as Rocky Mountain Development Council which are designed to help the low-income resident have also been hampered by inadequate funding.

No delivery system previously mentioned has begun to tap its potential. No outreach program or concentrated information program of what services are available and how individuals may participate has been tried.

The affluent community is unaware of the vast numbers of senior citizens, low-income adults and children who are "left-out." Churches, schools, and private organizations generally do not address themselves to the specific problems of the low-income resident.

RECREATION GOALS AND OBJECTIVES

I. To make a variety of recreational and cultural activities available to all Model Neighborhood residents.

  A. To increase the number and effectiveness of recreational parks to better serve the MNA resident of all ages. A minimum of 3 parks per year.

  B. Expand the cultural and recreational programs offered by 50% over a 5 year period.

  C. To increase participation of low-income MNA residents in cultural activities.

  D. Develop programs geared for year around cultural and recreational use.

  E. Encourage better coordination and use of cultural and recreational resources within the city.

PROGRAM APPROACHES

RC-1. Determine the Needs of the Model Neighborhood Resident.

Before any specific projects can be accomplished there must be resident input as to what types of activities and programs they would prefer.

RC-2. Add Staff to the City for Cultural and Recreational Program Management.

The present city staff is insufficient to meet the needs of the community.

RC-3. Develop a Public Relations Program to Inform Citizens and Solicit Private Group's Involvement in Development of Programs.

Because many individuals are not presently aware of programs available to them, and private groups are not knowledgeable concerning coordination of their efforts with other programs, we see this as a vital step toward achieving the ultimate goal.

RC-4. Select Specific Neighborhoods as Improvement Areas for Each Year's Action Program.

It is felt that a greater impact upon a neighborhood will be achieved by this technique, than to have smaller projects over wider areas.

RC-5. Respond to the Needs and Desires of the Youth in Achieving an Arts, Culture and Recreational Center.

This approach is necessary in cementing relations with the youth and achieving their continued interest and support of the program.

RC-6. Develop an "Outreach" Program Designed to Reach the Low-Income Family in the Model Neighborhood.

We see this as essential in changing attitudes and appreciation for cultural enrichment within low-income families.

CHANGES UNRELATED TO PROGRAM APPROACHES

To effectively involve the low-income resident in all cultural and recreational opportunities, it is necessary that we substantially change his social, environmental and economic situation. To do this, all of the impact spoken of in this Model City Comprehensive Plan must be brought to bear on the individual. Better education, better training, better pay, better jobs, better housing are all interrelated to accomplish the goals we have set in the recreation component.

State legislatures must be more responsive to the needs of cities, so that cities in turn can be more responsive to the needs of their residents.

Social agencies must be enhanced to allow more specialized care for the needs of the poor. Old age benefits and Social Security payments must be more realistic and in tune with cost of living increases. All of these factors working together will solve the problems of the cultural and recreational needs of the low-income resident.

STRATEGY

Strategy Among Goals

The recreation goal is broadly stated to make a variety of recreational and cultural activities available to all Model Neighborhood residents.

Encompassed in this goal are objectives of which the first priority is to encourage better coordination and use of existing facilities. As these facilities are better utilized, an on-going program of developing programs geared for year around cultural and recreational use must be the second priority.

Third priority is to increase the number of facilities. This cannot be accomplished until a study is made and determinations of population density versus types of recreational areas is achieved. The study will be a first year project, and results of that study will determine future years' actions.

The fourth priority is to institute new cultural activities in low-income neighborhoods. Even though this is listed as a fourth priority, it is programmed for a first year action, and will be coordinated by neighborhood councils.

Strategy Among Program Approaches

The first priority of program approaches is Approach 2 which speaks to the needs of additional staffing of the City Parks and Recreation Department. To better utilize what we have, a more coordinated approach must be achieved and this can only be done by manpower.

The second priority is Approach 1. To plan effectively, you must know the needs and desires of the citizens. This logically follows additional staffing required to seek out citizens' wishes.

Third priority is given Approach 5 which responds to the needs and desires of youth. This concern received high priority in a community survey and will be given top consideration during the first action year and ensuing years.

As plans develop from studies, the fourth priority of Approach 4 will be implemented. Special sections of town which are in greatest need will be developed. This approach will be coordinated with such major improvements in environmental planning as Urban Renewal and the Neighborhood Development program.

The fifth priority of Approach 6 in developing an "Outreach" program to involve neighborhood residents is vital. It is placed fifth in priority simply because staffing and programs must be developed before effective outreach can be employed.

The last priority is Approach 3. The Public Relations person will be necessary to let citizens know the progress made in Model Cities, the programs available to residents and create a community awareness of all social, cultural and recreational opportunities for the citizenry.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

THIS COMPONENT DEALS WITH THE PROBLEMS OF UNEMPLOYMENT AND UNDER-EMPLOYMENT, AND METHODS OF PROVIDING MAXIMUM EMPLOYMENT TO NEIGHBORHOOD RESIDENTS THROUGH BUSINESS DEVELOPMENT.

"What we need in this town is new industry...how can a town grow unless it produces something... that's what brings people into a community and without people where are you?"

"If I wanted to live around a lot of people I'd go back to California...that's why I got away from the 'rat race'...I wanted to live a little... that's why I came to Montana."

INTRODUCTION

The economy of a community is dependent upon many factors, each of which may enhance or detract from that nebulous term-- "A sound business climate."

Every community has a different concept of what a sound business climate should be, depending upon community experience. The criteria, so often applied too late, is generally the effect, both physical and social, that the economy has imposed upon the community. Many industries contribute to a long, smooth, gradually increasing employment situation -- others have tremendous immediate impact on employment problems and low wages, yet because they are geared closely to changing market conditions, leave in their wake financial chaos and social fractures, from which individuals, and even cities, never completely recover.

The economic life of a community, with its complex interrelationships of health, education, welfare, housing, planning, etc., is difficult to analyze. Basic concerns are hard to isolate.

For purposes of this section we will deal with the broad subjects of planning, economic development and employment. We shall attempt to relate the attitudes of individuals and groups toward the economy of Helena as they affect Helenans.

In reviewing the economy of Helena and its effects upon the Model Neighborhood there are three basic problems that must be addressed: the lack of employment for low-income, unskilled Model Neighborhood Target Area residents; the difficuly in luring new industry to the area and the apathy of the citizenry toward economic development.

INITIAL CONDITIONS

Unemployment

1968 LABOR FORCE - STATISTICAL PROFILE

	Montana	%	Lewis & Clark County	%
Employed	258,700	95.3%	13,424	93.6%
Unemployed	12,800	4.7%	918	6.4%
Total	271,500	100.0%	14,342	100.0%

The 6.4% unemployment rate in Lewis and Clark County is high when compared with the national rate, but shrinks to insignificance when compared to a close look at the employment situation in the three Model City Target Areas.

A 1968 housing survey, for instance, gathered information about employment for heads of households in the Target Areas. When categories such as "disabled" and primarily old age "retirement" are accepted as conditions of unemployment the situation is as follows:

HEADS OF HOUSEHOLD

Total	Employed	%	No Information	%	Unemployed	%
1,164	339	29%	397	32%	458	39%

Had information been available concerning the 367 "silent" heads of household the 39% unemployment rate would undoubtedly be higher.

Unemployment and Under-employment

Because of the severe weather conditions for 5 months of every year, Montanans are plagued with the problem of seasonal unemployment. This factor, plus the incidence of low pay scales in some job classifications, results in under-employment for many of our citizens.

Of the 14,064 persons who worked in Helena during 1959, only 8,180 worked the full 50-52 week period. There were 1,397 who worked 40 to 49 weeks, 2,637 who worked 14-30 weeks and 1,850 who worked 13 weeks or less. Although these statistics are 10 years old, the same proportions appear in other years.

Those most affected by seasonal unemployment are the men working as unskilled laborers and in the crafts. Of those drawing unemployment compensation, only 15% were females and of the total of unemployed, only 25% were females.

State and county unemployment figures for each month show a similarity in the problem of seasonal unemployment. County unemployment figures range from a low in the summer to a high in January, and may increase as much as 3%. State figures for the same year range from 3.4% to 6.2%.

The local employment office stated that numbers of unemployed varied from 50 to 60 per week during the months of summer to around 400 per week during winter months. Weather conditions vary, but the months of January, February, and March are historically the worst.

The effects of unemployment may be demoralizing. Those who have worked long enough to receive unemployment benefits may be able to sustain themselves through the winter, but for many others, and particularly the Indian population in our community, unemployment means near starvation. During a cold snap (30 to 40 below temperatures), in January, 1969, the Indians sent out a plea through the Mayor's office for firewood, food and clothing. The response was excellent, but what were the effects? It is difficult to measure the humility of a family in this situation, and Indians are not prone to beg for help, nor to tell their personal feelings.

A young Indian boy tells the story of why he dropped out of high school. The bus would stop by their home (if you could call it that) each morning, and pick up the children. Members of his family were often seen going or coming from the outhouse -- their clothes were ragged beyond belief -- and baths were taken, when they were taken, in a tub sitting out in the front yard. As this boy grew older, he couldn't stand the laughing and joking of the other children and eventually quit school in his freshman year.

Where seasonal unemployment is a dreaded event for some --

to others it is looked upon as a time of rest, relaxation and hunting. These individuals make high wages during the working season and budget for the lean period. It gives them an opportunity to take advantage of the hunting season and stock up for the winter, thus reducing their living costs. They will pick up odd jobs as they come, but do not want to "pull away" to another profession -- this has become a way of life for them. This type of person who manages his money, is unfortunately in the minority.

Low-income residents are plagued with higher costs than average families because their living conditions subject them to more sickness and disease. They are not in a position to think of preventive measures -- they simply "hang on," hoping that whatever disease they have, will pass. (See Health Component.)

In addition, the weekly unemployment rate is only $34 per week, the lowest rate among all 50 of the United States. Yet, during the past 5 years unemployment claims have varied from $219,000 to just under $300,000. The claims vary from year to year because of climatic conditions and are generally most heavy in the months from December through March.

Loss of Industry

Twenty-seven businesses have failed in Helena during the past 5 years, affecting a total of 189 persons. Sixty-four new businesses began during the same period, bringing a potential for 425 jobs, a net gain in employment of 236.

Most of this increase is attributable to shopping center development which employs more than 200 people. Only 2 new industries, both employing only 15 people have been added, while during this same period we lost two industries employing a total of 80 people.

Industrial growth for Montana and more particularly in Helena has been unsatisfactory. The industry that has come to Helena has been limited, and not contributed greatly to the economic condition of the community. This is not to imply that small business development is not appreciated. On the contrary, we realize that every new business, large or small, contributes to the economy of the city.

Losses in Tourism

For purposes of this component, the word tourist or tourism will include all persons coming into the city, whether for recreation or business, unless otherwise indicated.

The state of Montana Advertising Department defines tourism (out-of-state visitors) as the third largest industry of the state. Agriculture is first with $557,067,000.00; mineral production is second with $186,162,000.00; and tourism produces $132,763,000.00.

Further studies by this department state that the average visitor to Montana stays 3.9 days, spends $29.00 per day, and the average car carries 3 people.

More than 50% of all travelers entering Montana are residents of adjacent states in the Northwest, including North and

South Dakota, Wyoming, Idaho, Washington, and Oregon. The next largest visitor group is the Southwest which makes up 18.6%, north Central 13.7%. All other states and Canada make up less than 15%. These figures are taken from a 1966 Montana Travel Study, produced by the University of Montana at Missoula.

When motorists were asked what activities they participated in, the following catagories were most frequently mentioned:

General Sighteeing---------97.6%
Visiting National Parks----84.1%
Taking Pictures------------82.2%
Visiting Historic Places---60.9%
Watching for Wildlife------54.5%

Other activities mentioned were fishing, hiking, camping, horseback riding, attending rodeos and collecting rocks.

Helena sits in an enviable position to vie for the tourist dollar. We are midway between two national parks (Glacier and Yellowstone). We sit in the heart of the Rocky Mountains (20 miles from the Continental Divide). From an historic standpoint there is no other city in the state that can boast the wealth of historic grandeur reminiscent of the gold discovery days. Hunting, fishing, rock and arrowhead collecting, camping and hiking are all just minutes away from downtown Helena. A definite attraction is afforded Helena simply by being the Capital City which houses not only the Capitol Building but the famed Charles Russell Museum. However, these attractions have not been developed; to the contrary, objects and buildings of historical or architectural value have been allowed to deteriorate. (See Environment Section.)

Aside from the tourist who comes to our city, we should enjoy a healthy convention business. The Helena Chamber of Commerce reported 44,748 conventioneers in Helena in 1968. An estimated expenditure by the group was $3,356,100. In addition to that we have the state legislature which meets biannually and entices another 5000 visitors and some 225 lobbyists to Helena.

No statistics are available as to the actual number of tourist dollars spent in Helena.

It is a major problem that Helena lacks adequate and up-to-date motel and hotel facilities to accomodate the tourist traffic at peak seasons. We also lack sufficient convention facilities and supporting services. As a result of this, all of the larger conventions and many smaller ones are turned away directly or indirectly.

According to hotel and motel operators, the majority of their activity is within a 5 month period (May through September). This leaves 7 months of mediocre business, primarily for the second class motels. It is during this time period that the general economy of Helena sags.

Employment Base

The major source of employment for Helenans is the State Government which employs 3,320 persons. The next highest category is professional services with 1,728; then retailing, which employs 1,427; administration with 1,314; and a series of categories ranging from 550 to 750 employees which include construction, manufacturing, communications, finance, insurance and professional services. Minor categories are agriculture, mining, utilities and recreation. (See Appendix.)

Helena is the seat of state government; therefore, there are approximately 75 government-related and state organizations that headquarter in the city, such as the Montana Education Association, Oil and Gas Commission, Associated General Contractors, etc.

The composition of employment by sex varies greatly between the state and Lewis and Clark County. This is attributable to the demand for female help in the capital city. State figures show a ratio of 71% male and 29% female employees. Lewis and Clark County is 61% males and 39% females.

The only information available for occupational breakdowns and the percentage of males and females in these occupations is in the last census report (1960). (See Appendix.)

The 1950-1960 census shows a net increase in jobs available for both Montana and Lewis and Clark County. Montana showed a 6% increase, while Lewis and Clark County had an 11.5% increase.

However, in the fields of mining, utilities and transportation Lewis and Clark County had dramatic declines. For example, mining for the county declined 61.6%, for the state 27.1%; transportation for the county 34.5%, for the state 19.2%;

utilities for the state showed a 6.6% increase, for the county a 26.3% decrease.

The state showed much healthier gains in the fields of manufacturing (25.5% versus .7%), finance, real estate, and insurance (60.6% versus 38.3%).

The largest increase for the county over the state was the category, "Industries Not Reported" (100% versus 40.6%). (See Appendix.)

These statistics give an indication of future growth. Service industries appear on the up-swing, while extractive industries have shown a decline. This decline should level off because of the minimal level of production that is necessary to sustain the population. Service industries should continue to increase, although at a slower pace than reported for this period.

CAUSES

Unemployment and Under-employment

The reasons for a slow job market in Helena are many. They include: changes in work requirements, educational deficiencies, skill training deficiences, climate, employee and employer attitudes, and physical and mental handicaps.

Changes in Work Requirements

As science and technology continue to play a vital role in the economy of the nation by uncovering entire new areas of employment, they also contribute to unemployment for that portion of the population which does not receive technological training.

Agriculture is a good example. At one time this industry made the major contribution toward employment, with "hands" to take care of the horses, plow the fields, seed and harvest. Today this same operation can be accomplished in a much shorter time with but one or two men. Haying once required special crews and was an excellent source of summer employment for youth. It is now a one-man operation. Hay is cut, baled, picked up and stacked without individual handling. Cattle on larger operations are scientifically fed by one man setting gauges to carry the feed along troughs by conveyer belts.

Where once the mining industry employed thousands of people, new and improved methods have made it possible to increase production while decreasing manpower costs. This competitive climate has made it impossible for a small operator to mine.

Often the people thrown out of work as a result of technological change have entrenched themselves so deeply in a community that it is either financially or emotionally unfeasible for them to "pull up stakes" and move. This happened recently during the transfer of the Internal Revenue Service to Salt Lake City, Utah, and Western Life Insurance Company's merger with St. Paul Fire and Marine in St. Paul, Minnesota.

Education

New job markets demand new skills and a worker's education must be geared to this changing economy. Lack of education is a primary cause of unemployment and under-employment. Results of a community survey conducted in 1968 show that 41% of the people in Model City Target Areas had less than a high school education, as compared to 21% of the general population. (See Appendix.)

The "dropout" rate is another contributing factor to unemployment. In Helena's school system there is a constant 4% to 5% annual dropout rate (16% total) for children between the 9th and 12th grades. (See Educational Component.) Statistics are not available about the economic or social consequences of dropping out. We do know that some students return to school through vocational education. In some cases this is done voluntarily when workers realize how important it is for them to have an education. Others are absorbed into apprenticeship programs at the union level.

Job Training

Until recent years, except for World War II, GI benefits, massive training programs were not available. Helena has had an automotive and aircraft mechanics school for many years, but it has not been generally known that a high school diploma is not necessary for admission.

The person who does find himself out of work is in no position to bear the expense and time involved in retraining, and consequently the problem is perpetuated.

Climatic Conditions

Cold winters and heavy snowfall are obvious reasons for employment problems. When frost penetrates the ground to a depth of 5 and 6 feet, and cold weather stays through March and sometimes into April, it is often May before general construction work gets under way. Contractors who are familiar with conditions attempt to make several units enclosed before January, in order to spend the winter months working inside. This allows them to keep their crews together.

Attitudes

There are people who have become conditioned over the years to the "welfare way of life." This attitude is the result of many years of personal defeat competing in the job market. Hope turns to despair and all initiative vanishes.

As previously mentioned, another group looks upon seasonal unemployment as a rest and recreational period. They are content to draw unemployment benefits, and purposely avoid entanglement in the job market until they "are ready" to return to work.

Handicapped

In a joint study by the Association for Retarded Children, Special Education and the Department of Vocational Rehabilitation, it was determined that 251 persons in Helena were physically or mentally handicapped.

The majority of these people are trainable, but because there has been no specific effort to integrate them into the working community, they are left to fend for themselves. In some cases individuals and family members let them do menial house-keeping tasks -- others do nothing and live a lonely existence. In most cases the jobs which are available for these people afford no unemployment benefits or other fringe benefits. When sickness occurs, they have nothing on which to fall back.

Business Failure and Lack of Economic Development

A major cause of business failure is, of course, poor management. Large firms have to employ experts in accounting, marketing and organizations. The small businessman assumes all of these roles, and rarely is proficient in all areas. He must learn by trial and error, and if the error proves too costly he may find himself out of business, or at least in financial difficulty.

Inadequate capital restricts the small businessman from taking advantage of special discounts, and thus his net profit is decreased.

An added problem of poor management is the inability to recover bad debts. Ordinarily no systematic program of attention to debts or collection is used. A last resort is either to turn the account over for collection and lose 50% of it, or write it off.

Because of limited capital and the necessity for devoting all his time to business, the small merchant does not avail himself of seminars or training sessions, which could benefit him directly.

Large concerns have the financial ability and appreciation of the services of business consultants. These services are often used on a systematic basis as a tool for determining the effectiveness of their operation.

The small businessman seldom considers bringing in an outsider to evaluate his business, and when the time comes that such a service is needed, there is probably no money available.

Private entrepreneurship by low and middle income residents, is limited. The primary causes are inadequate capital and lack of motivation.

In addition, businessmen in Helena, with few exceptions, are not aware of employment programs such as "On-the-Job-Training," etc. There is little effective outreach by agencies involved in these programs even though these services have a double benefit -- they assist the individual in getting a job and receiving training -- and they allow businesses to employ that extra one or 2 men they could not ordinarily hire because of training costs.

Another problem relating to economic development has been the lack of foresight and planning necessary by the community.

No serious effort such as tax incentives, land donations, or public relations (other than from the tourist's standpoint) have been used to lure prospective developers.

The obvious advantages that would normally attract industry into the area, such as the benefits to personnel in living conditions, travel, entertainment and recreation, are offset by excessive taxation (corporation, property and income tax), poor transportation linkage to large markets, either by air, truck or rail, and an inadequate labor market on which to draw.

Helena has never had a planned industrial park. (Recently, the City Commission and the Planning Board have taken steps to remedy this.)

The reason such planning is lacking is basically the attitude of the people. The quote used at the start of this component typlifies the attitude of many people. Montanans cherish the pure air -- the close access to hunting, fishing, camping, and hiking. They prefer the open spaces and abhor the congestion and confusion that accompany industrialization. They complain about high taxes and the high cost of living, but when faced with the alternative of large masses of people and heavy concentrations of industry, they rationalize by saying "This is a small price to pay for what we have in Montana."

The geographic location of Helena has been a limiting factor in its expansion. We are off the main transporation routes of rail, land and air. Add these factors to a small labor market, limited rental housing, high taxes and extreme climatic conditions, and planning becomes a most difficult task.

DELIVERY SYSTEMS

There are 5 major agencies in Helena which deal with employment needs. They are the Employment Service, Concentrated Employment Program, Rocky Mountain Development Council, Vocation-Rehabilitation and School District No. 1. (Vo-Tech Area Trade School.)

In the field of business and industrial development, the Chamber of Commerce has played the only active role.

Helena School District

Our public educational system encompasses the needs of all ages with the exception of preschool children.

We have complete courses in primary and secondary education. There is an excellent Adult Education Program available on a fee basis. (See Appendix.) Students and adults may attend the courses provided by the Vocational Education division of the public school system. (See Education Component.)

The problem is not a lack of educational and training resources, but the problem of making the system accessible to citizens in need.

Rocky Mountain Development Council

No single agency has had a greater impact on the working lives of the poor than the Community Action Agency.

One of the primary goals of the Rocky Mountain Development Council is to assist the needy in finding full-time employment while at the same time helping them attain better health conditions, better housing, etc. Programs which they administer are:

1. Operation Mainstream -- This program subcontracted from the Concentrated Employment Program trains 35 men and 11 women who are chronically unemployed and in need of work experience.
2. Neighborhood Youth Corps -- This program is divided into three parts -- work experience for school dropouts (20 enrollees), an in-school program (19 enrollees), and a summer youth corps (35 enrollees).
3. Foster Grandparents -- This is a program which is well received at the state school in Boulder, Montana.

It involves 30 Helena people over 60 years of age from low-income families.

4. Summer Employment -- Each summer a work-study student acts as an employment agent for youth. Last year about 100 persons were helped to find summer jobs.
5. Head Start Program -- This project employs 10 paraprofessionals as teacher aids.
6. Senior Citizen Program -- This project is under way and it employs 9 aides.
7. Small Job Placement Service -- Year around placement in odd jobs. Approximately 25 jobs per month have been found for persons of all ages. Jobs vary from baby-sitting to shoveling sidewalks, etc.

Concentrated Employment Programs

In July of 1968 Helena and Lewis and Clark County became a part of a 6-county Concentrated Employment Program which was designed as a comprehensive attack on the problems of unemployment and under-employment.

The prime sponsor of the 6-county project is the Community Action Agency in Butte, Montana. The Advisory Board is made up of participating Community Action Agency representatives and county representatives.

The program for Lewis and Clark County was intended to serve 750 persons, with about 200 to 300 of these people coming from the immediate Helena area.

The Work Incentive Program for ADC (Aid to Dependent Children) mothers is using the C.E.P. center for an additional 25 people.

The Employment Service has contracted the services of the Concentrated Employment Program. This program is a vital link in supplying the manpower and training needs that will be generated as a result of the Model City Program. Services performed are:

1. Recruitment -- Recruitment is handled both by referral of individuals by agencies such as Rocky Mountain Development Council, Welfare Department, Health Department, etc., and personal contact of individuals applying for work through the Employment Service.
2. Selection -- Of those persons recruited, an attempt is made to involve only those persons who have employment potential. Age is a factor, physical and mental ability, and habits. For example, an alcoholic would not be admitted into the program until that person has resolved the problem of drink.
3. Pre-employment Training -- Each individual is enrolled in a 2 week orientation and assessment course. This course deals with basic personal hygiene, good grooming, how to apply for a job, etc.
4. Basic Education -- There is a 13 week basic education course which is geared between grades 1 thru 8. Length of time spent will vary, depending on each person's capabilities. The idea is to equip the individual with enough basic education to handle suitable work. Those who respond favorably in this program are encouraged to

go on toward receiving their high school diploma. This phase is not handled by C.E.P.

5. Operation Mainstream -- In Helena there are two Operation Mainstream programs. One is subcontracted from C.E.P. by the Community Action Agency, and the C.E.P. has its own Operation Mainstream and Neighborhood Youth Corps programs. These are work experience programs in which individuals are placed prior to being placed in the job market.
6. Manpower Development Training -- This portion of the program deals with classroom training. The resources of Vocational Education at the School District level and the Capital Business College are used in this training period. Two hospitals are used for training programs relating to Licensed Practical Nursing.
7. Job Development and Follow-up -- The Employment Service, with the assistance of On-the-Job-Training funds, contacts private businesses and/or government in an attempt to place trainees. Contact between the employer and Employment Service is maintained after the individual is hired. Where problems arise, or further training is deemed necessary, the person may be recycled through the training process.

Cooperative Area Manpower Planning System

The Cooperative Area Manpower Planning System (CAMPS) was designed to coordinate all resources of the State and Federal Governments into productive and meaningful services to individuals

The local CAMPS committee is composed of members of the following agencies: Employment Service, Public Schools, Welfare Department, Vocational Rehabilitation, Vo-Tech School, Civil Service Interagency Coodinating Board, Rocky Mountain Development Council and Model Cities.

Effectiveness of this body has been questioned, although its utilization is certainly needed. There have been very few meetings of the local CAMPS committee, and it would appear that little authority over manpower program decisions is taken.

A better or at least more constructive outgrowth of the CAMPS committee has been the development of a local group which meets biweekly to discuss individual problem persons -- and makes decisions as to which agency will take the lead in coordinating efforts for that individual. (See Social Services Component.)

Employment Service

This body acts as a go-between for employer and employee. The Employment Service also works closely with all other agencies dealing with manpower. For example, they contract the services offered by the Concentrated Employment Program previously outlined. They interview job applicants, record work experience, test and classify workers. Upon requests from employers they then select and refer individuals for employment.

They provide inter and intrastate service through job placement labor mobility services which pay the costs for relocating an individual worker.

Vocational Rehabilitation Service

This state administered agency provides services to the physically and emotionally handicapped. All applicants are provided diagnostic medical examinations. Economic need must be established for persons applying for medical treatment.

The ultimate goal of this agency is to provide optimum employment within the potential of each handicapped person.

The total caseload for Lewis and Clark County (there are no figures available for City of Helena or Model Neighborhood) during the year 1968 was 97. Of that number, 55 were considered rehabilitated. The large majority of those rehabilitated have assumed professional and managerial positions (see appendix).

The weekly wage of those rehabilitated jumped from $12 to $76.50; monthly from $48 to $306; and annual wage from $576 to $3,672.

Bureau of Apprenticeship and Training

The Bureau of Apprenticeship and Training assists in job placement and training individuals. In 1968 a total of 60 people were placed in crafts such as auto mechanics, carpenters, meat cutters, bodymen, electricians, sheet metal workers, boilermakers, floor coverers and telephone workers.

CAUSES OF INADEQUATE DELIVERY OF SERVICES

Deficiencies which exist in the delivery of services by various agencies are caused primarily by lack of manpower and funding.

Rocky Mountain Development Council

The Rocky Mountain Development Council is faced with the annual threat of loss of funding. Operation Mainstream, for example, is scheduled to terminate in October 1969. This would mean that 65 persons would be "put out," with no visible means of support, right before the winter begins.

Concentrated Employment Program

The Concentrated Employment Program is hampered by administrative problems. The program was designed to encompass an area containing 100,000 people. Consequently, in Montana a 6-county geographic area was chosen, with tens of thousands of square miles.

Three problems which the Concentrated Employment Program has had are:

Inadequate day care facilities for children of parents who are involved in the program. This poses side problems of worry and expense that inhibit the individual from staying with the program and concentrating while attending training sessions (see Social Services Component).

The amount of money provided under the Concentrated Employment Program is $100 per enrollee for health needs. This is entirely too little in light of the fact that the people who enter this program are plagued with eye, dental and health care problems (see Health Component).

Job development is the third deficiency which exists in the program. Once the training has been completed it is vital that these people have places to seek employment. This development should be on a broad scale, realizing that many of the training programs established in Helena do not lend themselves to job opportunities in this area. Not enough money has been provided for adequate staffing to move around and perform a meaningful outreach program in this area (several eastern states could be put in this same area) or to achieve the 100,000 population requirement. The same program could be administered in a few blocks of a larger city.

One of the reasons services have not been better utilized is that no public relations or educational device is employed in getting the news about programs to the public.

Chamber of Commerce

The ineffectiveness of the Chamber of Commerce in economic development is tied closely to its lack of funds for personnel to devote the necessary time to accomplish the job. Local Chamber activities take up the bulk of available time and money. It is not realistic to expect voluntary workers to have the follow-through required to bring new business and industry into a community.

Schools

The employment services available through the schools are not utilized sufficiently because not enough information reaches the general public, and more particularly the low-income resident, about what the school system has to offer. This critique also applies to those agencies involved in the Manpower Training programs, which are utilizing the schools' services but not spreading the word as to how their services can be used by individuals.

Vocational Rehabilitation

Because of insufficient funding and limited manpower, Vocational Rehabilitation has "creamed the top" of the physically and emotionally handicapped and has not dealt adequately with the hard-core handicapped. Because of this, roughly 50% of those rehabilitated have moved into professional and managerial positions.

EMPLOYMENT AND ECONOMIC GOALS AND OBJECTIVES

I. Create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability.

  A. Reduce unemployment in the Model Neighborhood Target Areas to 4% in a 3 year period.

  B. Reduce unemployment in the total Model Neighborhood to 4% within 5 years.

  C. Initiate the establishment of at least 3 major industries in the vicinity during the next 5 years.

  D. Increase the job opportunities by at least 100 openings per year.

  E. Aid and assist low-income residents in creating and sustaining at least 10 new businesses during the next 5 years.

  F. Increase the skills of 100 Model Neighborhood Area residents per year.

  G. Provide training and jobs for 100 paraprofessionals over the next 5 year period.

II. Achieve cooperation between manpower agencies and agencies delivering supportive services to improve benefits to the advantage of the trainee.

  A. Increase the monthly maintenance of trainees by 15% during the next 3 years, over and above normal allowances.

PROGRAM APPROACHES

EE-1. Provide professional consulting services to local, small businessmen, especially in the fields of manpower, marketing and management.

EE-2. Provide funds to promote new businesses in the area.

EE-3. Provide funds to assist low and middle-income residents in private entrepreneurship.

EE-4. Study the needs for a small claims court.

EE-5. Institute an educational program informing residents and businessmen of available manpower resources. This approach deals with such programs as On-The-Job-Training, Adult Education, Vocational Rehabilitation, etc.

EE-6. Promote interagency cooperation in providing elements in a comprehensive manpower and economic development program; those being Outreach, Intake, Coaching, Pre-Vocational Training, Evaluation, Vocational Training, Supportive Services, Follow-up and Job Development. This means state, county, city coordination.

EE-7. Assist the disadvantaged, either physically or mentally, in seeking meaningful employment.

EE-8. Study and encourage manpower agencies to increase maintenance allotment to resident trainees.

CHANGES UNRELATED TO PROGRAM APPROACHES

To entice industry into this area special incentives must be given, such as tax relief, land mark downs and availability of public services.

Availability of housing at reasonable rates is an important factor in industry's decision to move. More and more recreation, cultural and educational accessibility play an important role in whether or not a community will be picked as a site for new industry.

STRATEGY

Strategy Among Goals and Objectives

The first priority, as stated in Goal I, is to create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability. To accomplish this, a direct effort will be made to improve the industrial growth and business climate of the city through various means. The immediate impact will be given by the Model City Program in providing additional employment; but to successfully implement this goal there must be long range programs instituted.

The second priority of Goal II, which seeks cooperation between manpower agencies and agencies delivering supportive services, will be achieved as progress is made in Goal I. Many Federal programs have directed themselves to this end, but the private sector must be involved to provide meaningful employment for citizens.

Priority Among Program Approaches

First priority among program approaches must be Approach 1, which alerts businessmen to the goals of increased employment through a better business operation.

Second priority, and very close to the first, is Approach 5, which ties in both the recipients and the businessman in the knowledge of available resources.

Third priority is Approach 7, which deals with the needs of the disadvantaged. This segment of the population has been sorely neglected.

Fourth priority are Approaches 2 and 3, which deal with the provision of funds. The first impetus is development of existing business, now that we are approaching the development of new business into the community.

Sixth priority is the study for the need of a small claims court to further assist the small businessman in recovering minor debts and thus increase his net profit, which, in turn, will allow him to improve his general operation and, hopefully, employ more people.

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APPENDIX

1968 LABOR FORCE

Montana, Lewis and Clark County, By Age-Group and Sex

	Total	% of Total	Male	Male as % of Total	Female	Female as % of Total
			Montana			
Employed	258,700		183,935		74,764	
Unemployed	12,800		9,100		3,699	
Total Labor Force	271,500		193,035		78,463	
				71.1%		28.9%
Age 14-24	47,600	18.4	30,940	65.0	16,660	35.0
Age 25-34	51,222	19.8	39,492	77.1	11,729	22.9
Age 35-44	57,949	22.4	41,549	71.7	16,399	28.3
Age 45-64	85,629	33.1	60,111	70.2	25,517	29.8
Over 65	15,004	5.8	11,043	73.6	3,961	26.4
			Lewis and Clark County			
Employed	13,424		8,215		5,208	
Unemployed	918		567		356	
Total Labor Force	14,342		8,782		5,564	
				61.2%		38.8%
Age 14-24	2,481	17.3	1,354	54.6%	1,126	45.4%
Age 25-34	2,667	18.6	1,802	67.6	864	32.4
Age 35-44	3,413	23.8	2,204	64.6	1,208	35.4
Age 45-64	4,876	34.0	2,901	59.5	1,949	40.6
Over 65	903	6.3	522	57.9	380	42.1

APPENDIX

UNEMPLOYMENT STATISTICS

Averages per Year

Montana	Lewis & Clark County	Year
4.7%	(not available)	1968
4.7%	4.34%	1967
4.7%	(not available)	1966
5.0%	(not available)	1965
5.3%	(not available)	1964

Monthly Averages

Montana	Lewis & Clark County	Month
6.1%	6.22%	Jan.
6.2%	5.95%	Feb.
5.5%	4.88%	Mar.

These unemployment figures are drawn only from forms filed at the Employment Office. Employers such as state, county, city, religious, domestic and nonprofit agencies do not provide unemployment compensation benefits for employees. All of their nonworking employees do not register at the Employment Service. True employment figures, therefore, are higher than indicated here.

APPENDIX

UNEMPLOYMENT PAYMENTS

The following chart shows the number of payments made to persons and the total dollar amount of these claims.

Year	Classification	No. of Claims	Dollar Volume
1965	Civilian	7,962	$251,132
	Federal	497	15,618
	Military	409	12,478
	TOTAL	8,868	$279,228
1966	Civilian	6,449	$202,802
	Federal	371	11,408
	Military	153	4,667
	TOTAL	6,973	$218,877
1967	Civilian	8,464	$274,427
	Federal	460	15,309
	Military	287	8,902
	TOTAL	9,211	$298,638
1968 through November	Civilian	6,643	$216,045
	Federal	284	9,535
	Military	278	8,500
	TOTAL	7,205	$234,080

Claims are paid each week and during the course of a year many individuals appear on the rolls repeatedly. Claims are heaviest from December through March and into April, depending on the weather. The heaviest claims occur during the months of February and March.

APPENDIX

1950 - 1960 EMPLOYMENT CHANGE
(Parentheses indicate declines)

	Montana		Lewis & Clark Co.	
	Number	Percent	Number	Percent
Agri., Fish., For.	(14,069)	(25.6)	(143)	(15.7)
Mining	(2,519)	(27.1)	(106)	(61.6)
Construction	139	0.9	(80)	(7.6)
Manufacturing	4,758	25.5	7	0.7
Transportation	(3,316)	(19.2)	(190)	(34.5)
Communications	1,352	59.9	258	73.9
Utilities	212	6.6	(50)	(26.3)
Wholesale Trade	1,270	20.5	27	14.2
Retail Trade	4,410	12.5	121	6.9
Fin., R.E., Ins.	3,029	60.6	225	38.3
Bus. & Repair Serv.	(1,112)	(19.0)	(107)	(33.8)
Personal Serv.	3,374	32.5	215	40.4
Entertainment & Rec.	154	9.1	42	47.2
Professional Serv.	11,442	58.2	731	56.0
Public Administra.	2,489	24.6	147	10.0
Industry not reported	1,477	40.6	112	100.0
Increase	34,106	15.6	1,885	17.9
Decrease	21,016	9.6	676	6.4
Net Increase	13,090	6.0	1,209	11.5

APPENDIX

1950 - 1960 EMPLOYMENT BY INDUSTRY GROUP

Total Employment

	Montana		Lewis & Clark Co.		Helena	
	1950	1960	1950	1960	1950	1960
Agri., Fish., For.	54,913	40,844	907	764	107	113
Mining	9,301	6,782	172	66	65	27
Construction	14,772	14,911	1,058	978	773	758
Manufacturing	18,681	23,439	952	959	578	612
Transportation	17,306	13,990	551	361	472	280
Communications	2,254	3,606	349	607	325	529
Utilities	3,205	3,417	189	139	125	77
Wholesale Trade	6,195	7,465	198	225	180	183
Retail Trade	35,219	39,629	1,746	1,867	1,429	1,427
Fin., R.E., Ins.	5,006	8,035	588	813	555	709
Bus. & Repair Serv.	5,849	4,737	316	209	278	164
Personal Serv.	10,383	13,757	532	747	439	586
Entertainment & Rec.	1,697	1,851	89	131	70	116
Professional Serv.	19,664	31,106	1,306	2,037	1,056	1,728
Public Administra.	10,101	12,590	1,473	1,620	1,308	1,314
Industry not reported	3,634	5,111	111	223	61	188
State Government						3,320
TOTAL:	218,180	231,270	10,537	11,746	7,821	8,811

Note: Does not reflect total number of workers in governmental agencies; many are classified under professional services and other S.I.C. classifications.

Source: U.S. Census for 1950 and 1960.

(Cont.)

APPENDIX

1950 - 1960 EMPLOYMENT BY INDUSTRY GROUP (Cont.)

Employment Per Thousand Persons

	Montana		Lewis & Clark Co.		Helena	
	1950	1960	1950	1960	1950	1960
Agri., Fish., For.	93	60	37	27	9	5
Mining	16	10	7	2	3	1
Construction	25	22	43	35	44	38
Manufacturing	32	35	39	34	33	30
Transportation	29	21	22	13	27	14
Communications	4	5	14	22	18	26
Utilities	5	5	8	5	7	4
Wholesale Trade	10	11	8	8	10	9
Retail Trade	60	59	71	67	81	71
Fin., R.E., Ins.	8	12	24	29	31	35
Bus. & Repair Serv.	10	7	13	7	16	8
Personal Serv.	18	20	22	26	25	29
Entertainment & Rec.	3	3	3	5	4	6
Professional Serv.	33	46	53	73	60	86
Public Administra.	17	19	60	58	74	65
Industry not reported.	6	8	5	8	3	9
TOTAL:	369	343	429	419	445	436

Note: Does not reflect total number of workers in governmental agencies; many are classified under professional services and other S.I.C. classifications.

Source: U.S. Census for 1950 and 1960.

APPENDIX

FIRMS AND TYPES OF BUSINESSES THAT HAVE *GONE OUT* OF BUSINESS IN HELENA DURING THE PAST FIVE YEARS.

Type	No. of Employees
Dress Shop	5
Dress Shop	2
Music Store	3
Hardware	20-25
Dry Goods	8-10
Ranchwear	4
Meat Packing Plant	40
Mill and Cabinet Works	40
Radio and TV Repair	1
Garage	2
Hotel	4
Hotel	2
Dress Shop	4
Dry Cleaners	2
Lumber Yard	5
Service Station	2
Bakery	4
Bottle Shop	1
Yardgoods Shop	3
Pharmacy	2
Feed Store	3
Drive-In Restaurant	5
Bakery and Lunch	4
Hide Store	2
Bar	4
Hardware	5
Hotel	5
27 Businesses TOTAL:	189

APPENDIX

EDUCATION ATTAINMENT LEVEL

(Results Taken from 1968 Baseline Study)

Grade Attained	Urban Renewal*	General Population	Leadership
Less than elementary	5%	1%	0%
Completed elementary	17%	5%	0%
Some high school	19%	15%	2%
Completed high school	26%	41%	8%
Some college	25%	24%	27%
Completed college	5%	7%	18%
Post-graduate work	6%	7%	45%

*For purposes of the Urban Renewal Sample, all three Target Areas within the Model Neighborhood were placed in this category.

APPENDIX

DROP-OUT STATISTICS

Grades 9 through 12

Year	Enrollment	Grades	Number of Drop-Outs
1963-64	1,694	9-12	85
1964-65	1,767	9-12	85
1965-66	1,827	9-12	108
1966-67	2,080	9-12	78
1967-68	2,183	9-12	91

Statistics as reported by Helena School District.

APPENDIX

HELENA VOCATIONAL-TECHNICAL SCHOOL

Post Secondary, Adult, Drop-Out

Has new building; fairly well equipped.
Also continues to use School of Aeronautics Building.

Courses Offered

- Aircraft Power Plant: 960 hours, 9 months (1) or (2)*
- Airframe Maintenance Technician: 960 hours, 9 months (1) or (2)
- Flight Training
- Auto Technology I: (Full for 1968) 9 months (1) or (2)
- Auto Technology II: Upgrade - 9 months (1) or (2)
- Auto Familiarization Course
- Agri-Mechanics I and II: 9 months (1) or (2)
- Agri-Mechanics III and IV: 9 months (1) or (2)
- Electronics I and II: 540 hours (1) or (2)
- Electronics Technician: Max. 1800 hours (1) or (2)
- Basic Electricity
- Machine Shop Practice
- Welding: (1) or (2)
- Industrial Maintenance Mechanic:
  - Machine Shop . . . . 12 weeks
  - Diesel Engines & Small Gasoline Engines . 18 weeks . 36 weeks
  - Arc and Acetylene Welding . . . . 6 weeks
- Mechanical Drawing I and II
- Technical Drawing I and II: (1) for mix or separate class
- Technical Drawing III and IV
- Business Office Occupations: (1) or (2)
  - Shorthand (1)
  - Typing
  - Steno-Script
  - Bookkeeping
  - Data Processing
  - Computer Programming
  - Office Practices (Machines)
- Building Trades:
  - Carpentry
  - Plumbing
  - Electrical
  - Roofing

Nurses Program designed to reach LPN level starts in January.

*(1) Slot-in
(2) Separate class may be arranged if warranted

APPENDIX

BOZEMAN ADULT AND VOCATIONAL EDUCATION CENTER

I. Vocational Training Programs for 1968-69 Term:

Course	Students	Length	Start	Enroll
1. Medical Lab Assistant	5 to 8	12 months	10/07/68	Slot-in
2. Physical Therapy Assistant	12 to 15	10 months	10/07/68	Slot-in
3. LPN	20	11 months	10/07/68	Slot-in
4. Secretarial Medical Secretary Clerk-Typist General Secretary Clerk-Steno	Open	9 months	Fall, 1968	Slot-in

II. Short-Term Programs -- Introductory and Upgrading

Junior Accounting - 5 months
Pre-Apprentice and Apprentice Carpentry
Key Punch
Unit Record
Computer Programming
Civil Service (Clerical) - 3 months
Drafting
Graphic Arts
Welding
Small Engine Repair
Blueprint

(Cont.)

APPENDIX

MISSOULA TECHNICAL CENTER

I. Vocational-Technical Training -- Post-Secondary and Adult:

Course	Students	Length	Start	Enroll
1. LPN	20	1 year	Fall	Slot-in
2. Heavy-Equipment Operator	20	2 years	Fall	Slot-in
3. Electronics		1 or 2 years	Fall	Slot-in
4. Welding Technology		37 weeks	Fall	Slot-in
5. Secretarial		6 to 12 months	Fall	Slot-in

II. Other Courses Which May be Offered as a Class as Needed:

Forestry Engineering Aide
Lumber Grader
Welder, Combination
Tree Faller

III. Part-Time, Upgrading, Short-Term:

Many other courses can be offered on a short-term basis in this category. Arrangements may be made for needed training of this type through the Director of the Missoula Technical Center.

APPENDIX

BUTTE VOCATIONAL-TECHNICAL PROGRAM

Work is proceeding on construction of the Butte Vocational-Technical School. It is estimated that space will be ready by October, 1968. The acquisition of equipment presents a problem in some anticipated areas. Vocational training to be available for post-high school, adults, drop-outs. Offerings to include job-entry training and skill-improvement training. Enrollment to permit (1) slot-in and possible (2) separate class, if needed and arrangements can be made.

Courses Planned
(Subject to Further Confirmation)

Health Occupations -- LPN (1)

Office Occupations -- Secretarial, Clerical (1) or (2)

Drafting

Drafting Technology

Auto Mechanics

Welding

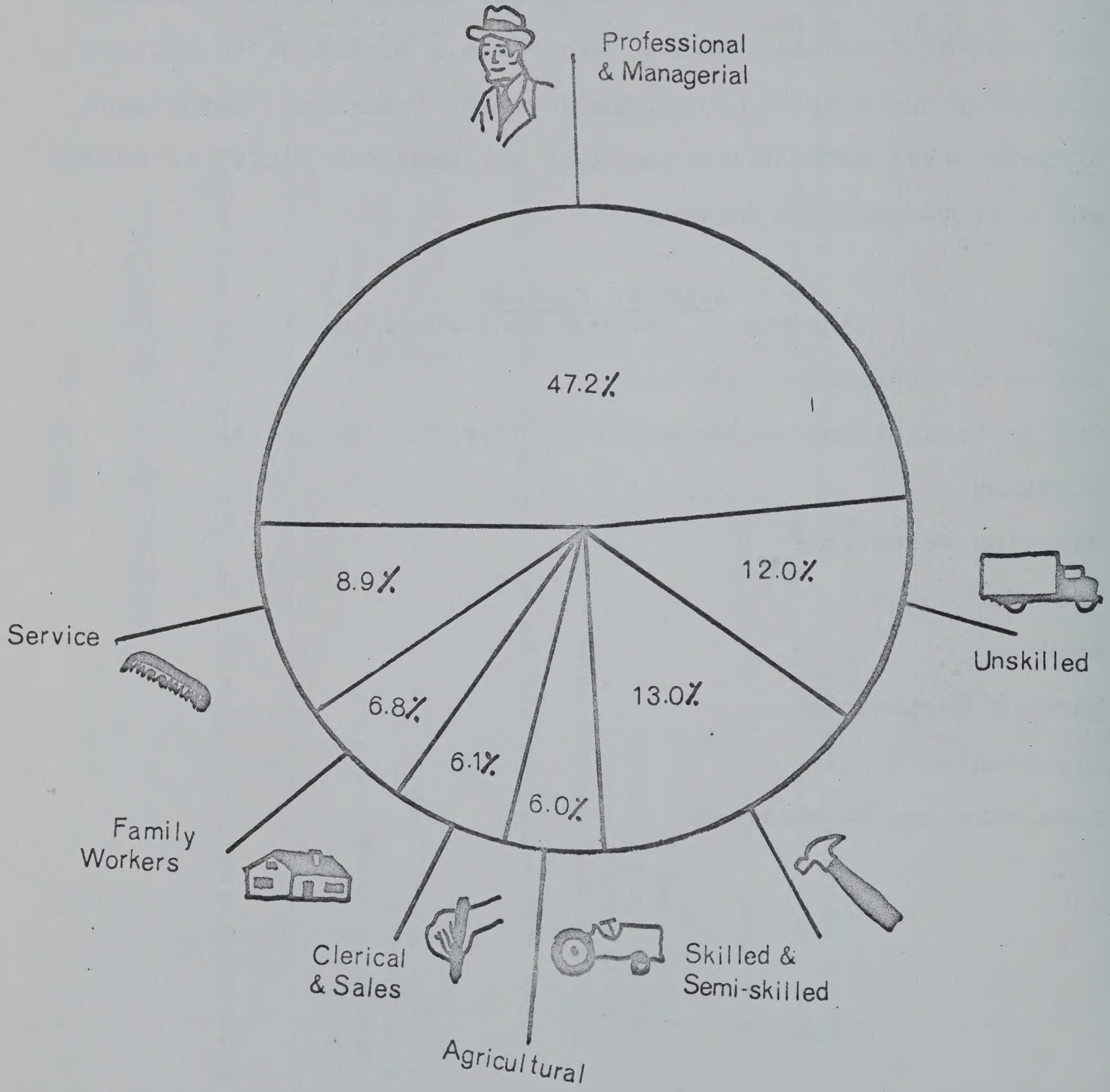
Machine Technology

Electronics

Food Services -- Waitress

OCCUPATIONS

AFTER REHABILITATION SERVICES



APPENDIX

TABLE SHOWING CONDITION OF STREETS, CURBINGS, BOULEVARDS, SIDEWALKS AND TREES

Area 1 (West of Montana, North of Phoenix, East of Gold, and South of Maple)

Roads in disrepair or unsurfaced	18,250 feet
Curbs in disrepair or not in	19,240 feet
Parkways in need of stripping	0
Sidewalks in disrepair or not in	18,250 feet
Trees to be planted	606

Area 2 (East of Montana, North of Phoenix, West of Interstate, and South of Maple)

Roads in disrepair or unsurfaced	29,400 feet
Curbs in disrepair or not in	20,450 feet
Parkways in need of stripping	0
Sidewalks in disrepair or not in	19,500 feet
Trees to be planted	400

Area 3 (South of Railroad Tracks, West of Interstate, East of Montana, and North of Eleventh Avenue)

Roads in disrepair or unsurfaced	17,400 feet
Curbs in disrepair or not in	21,000 feet
Parkways in need of stripping	8,000 feet
Sidewalks in disrepair or not in	36,000 feet
Trees to be planted	416

Area 4 (South of Railroad Tracks, West of Montana, North of Eleventh and Sixth Avenues, and East of Benton)

Roads in disrepair or unsurfaced	5,100 feet
Curbs in disrepair or not in	22,600 feet
Parkways in need of stripping	12,150 feet
Sidewalks in disrepair or not in	21,650 feet
Trees to be planted	160

Area 5 (South of Eleventh Avenue, East of Davis, West of and North of City Limits)

Roads in disrepair or unsurfaced	7,700 feet
Curbs in disrepair or not in	19,110 feet
Parkways in need of stripping	4,600 feet
Sidewalks in disrepair or not in	12,900 feet
Trees to be planted	160

(Cont.)

APPENDIX

TABLE SHOWING CONDITION OF STREETS, CURBINGS, BOULEVARDS, SIDEWALKS AND TREES (Cont.)

Area 6 (South of and East of City Limits, West of Benton, and North of Waukesha)

Roads in disrepair or unsurfaced	5,350 feet
Curbs in disrepair or not in	7,300 feet
Parkways in need of stripping	0
Sidewalks in disrepair or not in	9,000 feet
Trees to be planted	700

Area 7 (General Neighborhood Renewal Area)

APPENDIX

CRITERIA ESTABLISHED FOR REHABILITATION OF OLD STRUCTURES

1. Cut out, clean and point all mortar joints. Joints to be cut out at least 3/4-inch deep and pointed full. Surface of the joint to be tooled to a neat, smooth finish.
2. Steam clean and/or sandblast all masonry surfaces.
3. Repair or replace spalled and missing brick.
4. Repair chimneys, replace missing brick, point and cap.
5. Repair masonry coping or cap.
6. Cut out all mortar joints and paint the exposed masonry surfaces, then point all mortar joints.
7. Clean out and point all open and spalled mortar joints.
8. Paint coping, cornice and metal trim as applies to the building.
9. Putty and paint window trim.
10. Replace broken and missing glass.

Any reference to painting means scraping, spotting and applying two coats of paint.

APPENDIX

HISTORIC STRUCTURES AND REHABILITATION NECESSARY ON EACH

Securities Building

No. 1 and No. 2 on the three street elevations.
No. 7 on the sidewall.
No. 8 and No. 9 as they apply.
Repair slate roof.

Marino Grocery

No. 6 on the street elevation.
No. 1 and No. 2 on the back wall and sidewall.
Nos. 8, 9 and 10 as they apply.
Repair sheet metal.

Placer Hotel

No. 2 and No. 7 on the three street elevations.
No. 8 and No. 9 as they apply.

Ward's Old Store Building

No. 6 on three street sides.
No. 5 as it applies.
No. 8 and No. 9 as they apply.

Diamond Building

No. 1 and No. 2 on the street elevation.
No. 2 and No. 7 on the back walls.
No. 5 as it applies.
No. 9 and No. 10 as they apply.

Merchants Hotel

No. 6 on all elevations.
No. 5 as it applies.
No. 8 and No. 9 as they apply.

H. F. Sheehan and Bros.

No. 2 and No. 7, Last Chance elevation.
No. 7 on sidewall.
No. 5 as it applies.
No. 8 and No. 9 as they apply.
No work on rear wall.

(Cont.)

HISTORIC STRUCTURES AND REHABILITATION NECESSARY ON EACH (Cont.)

Consistory

No. 2 and No. 7 on the street elevation.

Old Helena Light Building

No. 2 and No. 7 on two street elevations.
No. 5 as it applies.
No. 9 as it applies.

Atlas Block

No. 1 and No. 2 on Last Chance elevation.
No. 1 on the two sidewalls.
No. 7 and No. 2 on back elevation.
No. 3 and No. 5 as they apply.
No. 8 and No. 9 as they apply.

Building No. 40.3, Block 20

No. 1 and No. 2 on street elevation.
No. 1 on the two sidewalls.
No. 3 and No. 5 as they apply.
No. 9 as it applies.

United Services Building

No. 6 on street elevation.
No. 1 on back wall.
No. 3 and No. 5 as they apply.
No. 9 as it applies.

Rescue Mission

No. 6 on street elevation.
No. 8 and No. 9 as they apply.

Salvation Army

No. 6 on street elevation.
No. 3 and No. 7 on rear wall.
No. 8 and No. 9 as they apply.

(Cont.)

APPENDIX

HISTORIC STRUCTURES AND REHABILITATION NECESSARY ON EACH (Cont.)

Taxidermist Office

No. 6 on street elevation.
No. 1 on back wall.
No. 8 and No. 9 as they apply.

Wheat Building

No. 1 and No. 2 on the two street elevations.
No. 1 and No. 2 on the alley wall.
No. 6 on the sidewall.
No. 5 as it applies.
No. 9 as it applies.

Sgt. Pepper Building

No. 2 and No. 7 on Last Chance elevation.
No. 1 and No. 2 on rear wall.
No. 10 as it applies.
No. 8 and No. 9 as they apply.

Novelty Building

No. 2 and No. 7 on street elevation.
No. 1 on the two sidewalls and rear wall.
No. 5 as it applies.
No. 8 and No. 9 as they apply.
No. 10 as it applies.
Replace sash and repair stone on street elevation to original lines.

Boston Block

No. 2 and No. 7 on street elevation.
No. 3 and No. 7 on rear wall.
No. 5 as it applies.
No. 8 and No. 9 as they apply.

Buildings No. 17 and No. 21, Last Chance Gulch (building)

No. 6 on street elevation.
No. 8 on street elevation.

(Cont.)

HISTORIC STRUCTURES AND REHABILITATION NECESSARY ON EACH (Cont.)

Loranz Plumbing and Supply

No. 2 and No. 7 on street elevation.

Eagles Building

No. 2 and No. 7 on street elevation.
No. 1 on two sidewalls (brick).
No. 7 on two sidewalls (stone).
No. 3 and No. 5 as they apply.
No. 9 as it applies.

Weggenman's Market

No. 6 on two street elevations.
No. 4 as it applies.
No. 7 on the sidewall (followed by paint on entire surface).
No. 8 and No. 9 as they apply.

Quincy Hotel

No. 2 and No. 7 on the street elevation.
No. 3 and No. 7 on two sidewalls (followed by paint on entire surface).
No. 1 and No. 3 on rear wall (above brick addition).
No. 4 and No. 5 as they apply.
No. 8 and No. 9 as they apply.

Penn Block (Last Chance Gulch and State Street Building)

No. 6 and No. 3 on two street elevations.
No. 1 on sidewall.
No. 4 as it applies.
No. 8 and No. 9 as they apply.
Scale stone (not built back to original lines).

Penn Block (Last Chance Gulch and Cutler Street Building)

Nos. 1, 2 and 3 on the three exposed walls.
No. 8 and No. 9 as they apply.
No. 10 as it applies.
Repair metal coping.

APPENDIX

PARK LAND OWNERSHIP AND SCHOOL PLAYGROUNDS IN HELENA, MONTANA

Map Key No.	Park or School Playground Site	Type of Park	Acres 1965	Acres 1960*
1	Sunhaven Park**	Neighborhood Playground	13.6	-
2	Golf Course (Municipal)	Special Facility	80.0	83.0
3	Kiwanis Park	Community Playfield	18.0	2.0
4	Cambridge Addition***	Neighborhood Park	1.9	Omitted
5	Lincoln School	Neighborhood Playground	1.6	2.0
6	Flower Garden Park	Neighborhood Park	4.2	1.5
7	Henderson and Flowerree Park	Special Facility	.1	Omitted
8	C. R. Anderson School	Neighborhood Playground	2.7	5.0
9	Broadwater School	Neighborhood Playground	2.1	2.3
10	Bausch Park	Community Park	2.1	Included in Mem.Pk.
11	Memorial Park	Community Park	14.5	21.0
12	Northern Pacific Park	Neighborhood Playground	3.7	4.4
13	Beattie Memorial Park	Neighborhood Park	1.6	1.5
14	Bryant School	Neighborhood Playground	1.5	1.2
15	Hawthorne School	Neighborhood Playground	.6	1.5
16	Civic Center Grounds	Neighborhood Park	2.9	3.7
17	Hill Park	Neighborhood Park	2.7	2.6
18	Women's Park	Neighborhood Park	2.8	2.8
19	14th and Warren Park	Special Facility	.4	1.0
20	High School Park	Neighborhood Park	2.3	3.0
21	Junior High School	Neighborhood Playground	3.3	Omitted
22	Central School	Neighborhood Playground	1.5	Omitted
23	9th and Davis Park	Special Facility	.3	1.0
24	Ray Bjork School	Neighborhood Playground	2.0	4.6
25	Pioneer Park	Special Facility	.5	1.0
26	Ewing and Wood Park	Special Facility	.2	.6

(Cont.)

APPENDIX

PARK LAND OWNERSHIP AND SCHOOL PLAYGROUNDS IN HELENA, MONTANA (Cont.)

Map Key No.	Park or School Playground Site	Type of Park	Acres	
			1965	1960*
27	May Butler School	Neighborhood Playground	.3	2.3
28	Jefferson School	Neighborhood Playground	2.1	3.0
29	Lockey Park	Neighborhood Playground	3.7	3.0
30	Diehl Park	Neighborhood Park	1.8	-
	Total Neighborhood and Community Sites		175.0	
	Mt. Helena Site	Major Urban Park	160.0	Omitted
	TOTAL		335.0	

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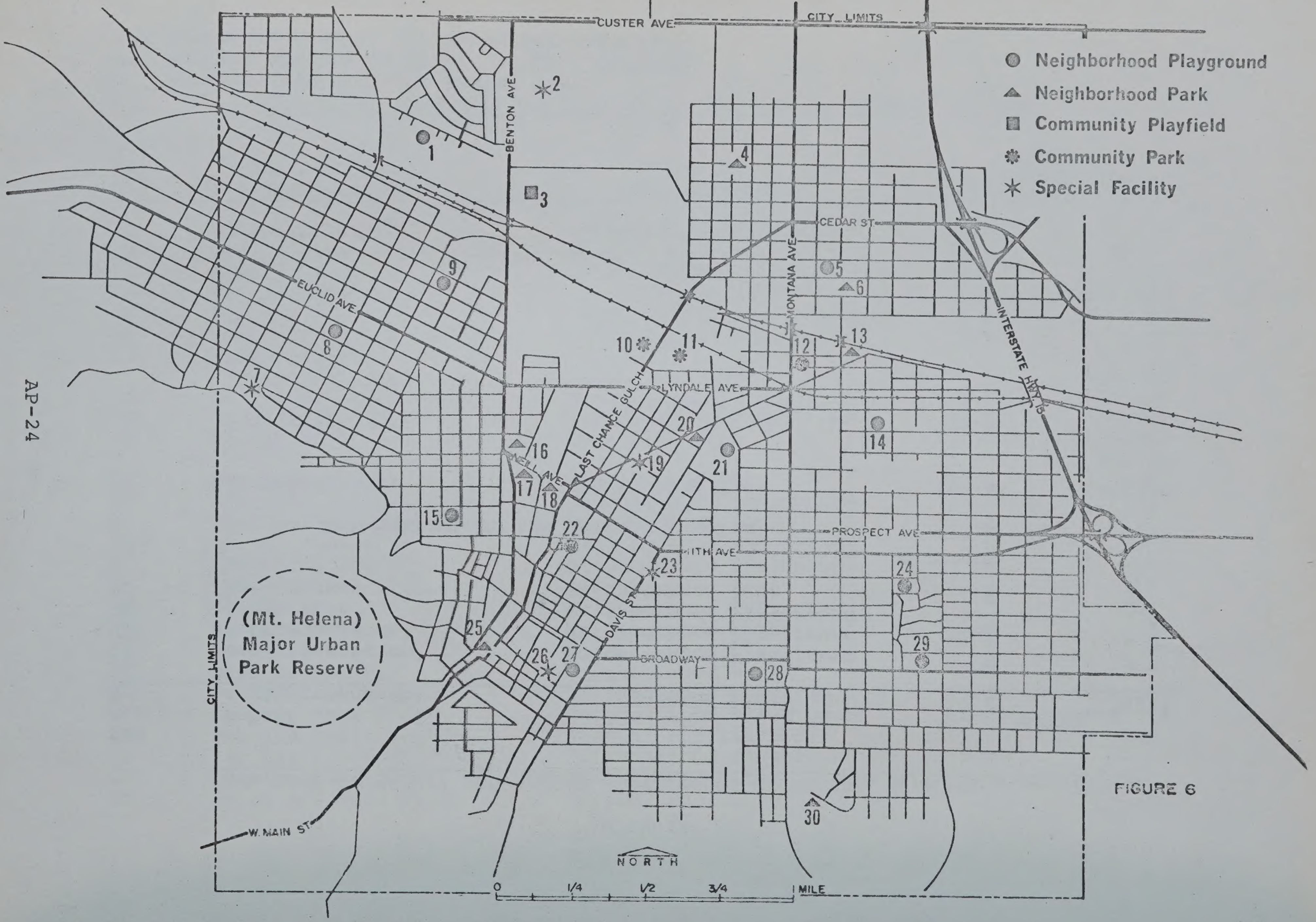
* Acreage from previous Master Plan.
** Not yet officially deeded to city.
*** Deeded to city in plat--use not specified.

PARKS & PLAYGROUNDS 1965



● Neighborhood Playground
▲ Neighborhood Park
■ Community Playfield
✺ Community Park
✳ Special Facility
CUSTER AVE
CITY LIMITS
BENTON AVE
CEDAR ST
MONTANA AVE
INTERSTATE HWY 15
EUCLID AVE
LYNDALE AVE
LAST CHANCE GULCH
HELL AVE
PROSPECT AVE
11TH AVE
DAVIS ST
BROADWAY
W. MAIN ST
CITY LIMITS
(Mt. Helena) Major Urban Park Reserve
NORTH
0
1/4
1/2
3/4
1 MILE
1
2
3
4
5
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7
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FIGURE 6

APPENDIX

PARK DEVELOPMENT

Listing of Those Parks Which are Designated but Either Totally Undeveloped or Only Partially Developed.

		Totally	Partially	Undeveloped
1.	Sunhaven Park			x
2.	Golf Course (Municipal)		x	
3.	Kiwanis Park		x	
4.	Cambridge Addition			x
5.	Lincoln School			x
6.	Flower Garden Park		x	
7.	Henderson and Flowerree Park			x
8.	C. R. Anderson School		x	
9.	Broadwater School		x	
10.	Bausch Park	x		
11.	Memorial Park	x		
12.	Northern Pacific Park		x	
13.	Beattie Memorial Park		x	
14.	Bryant School		x	
15.	Hawthorne School		x	
16.	Civic Center Grounds		x	
17.	Hill Park		x	
18.	Women's Park		x	
19.	14th and Warren Park			x
20.	High School Park			x
21.	Junior High School			x
22.	Central School		x	
23.	9th and Davis Park		x	
24.	Ray Bjork School		x	
25.	Pioneer Park			x
26.	Ewing and Wood Park			x
27.	May Butler School		x	
28.	Jefferson School		x	
29.	Lockey Park		x	
30.	Diehl Park			x

Although it would appear that we do have a goodly number of partially developed parks, many of these are schoolground areas which have a minimal amount of playground equipment and little or no landscaping.

In checking minimal park standards against population needs and then against present sizes of parks, you see that in all categories we have gross deficiencies.

APPENDIX

MUNICIPAL PARK STANDARDS, HELENA, MONTANA

Facility Type	Acreage Required	Site Size	Service Radius
Neighborhood Park	1.25 acres per 1,000 population	Less than 10 acres	½ to 1 mile
Neighborhood Playground	1 acre per 100 potential elementary school enrollment	3 to 7 acres -- 5 acres desirable minimum, exclusive of school sites	¼ to ½ mile
Community Park	1.25 acres per 1,000 population	25 or more acres -- one site per 20,000 population	1 to 2 miles
Community Playground	1.25 acres per 1,000 population	12 to 25 acres -- 10-acre minimum, one site per 20,000 population	1 to 2 miles
Major Urban Park	2.50 acres per 1,000 population	100 acres or more -- one site per 40,000 population	2 to 3 miles
Special Facilities	5 acres per 1,000 population	Varies	Community
Regional Parks or Preserves	10 acres per 1,000 population	Several hundred acres	Region-wide

APPENDIX

JOINT NEIGHBORHOOD COUNCIL BY-LAWS

Article I

MEMBERSHIP

Sec. 1. Members. The Joint Neighborhood Council shall consist of fifteen members, five each from three Neighborhoods. Each Council of five shall represent a specific Target Neighborhood within the Model Cities area. Absentee owners of property within a specific Neighborhood shall represent less than 50% of the Council membership.

Sec. 2. Voting. Each Council member, or alternate member who serves in his stead, shall be entitled to one vote. There shall be no proxy voting. A majority vote shall be required to pass any measure.

Sec. 3. Vacancies. Vacancies in the membership of any of the three Neighborhood Councils shall be filled by the remaining membership of that Council.

Sec. 4. Length of office. Council members shall serve for a period of one year. They may serve no more than two consecutive years nor a total of six years.

Sec. 5. Alternates shall be elected to serve in the place of a member who is absent at any one meeting.

Article II

ELECTIONS

Sec. 1. Annual election. An annual election of Council members shall take place in the 2nd week of June of each year.

JOINT NEIGHBORHOOD COUNCIL BY-LAWS (Cont.)

Sec. 2. Voting. Any resident of the Neighborhood served is eligible to vote for Council members. Voting shall be by ballot and require the highest number of residents voting. The five (5) nominees receiving the highest number of votes shall be the Council members. The five (5) nominees receiving the next highest number of votes shall be the alternate members.

Sec. 3. A special meeting of Neighborhood residents may be called for the purpose of electing new Council members at any time. A petition bearing the signatures of at least 30 bona fide residents may be presented to the Council, calling for a special election. Such a special election shall be advertised to insure all residents an opportunity to attend.

Article III

OFFICERS

Sec. 1. President. At the first Joint Neighborhood Council meeting, a Joint Council President will be elected by a majority vote of attending councilmen from all three Target Neighborhoods. Candidates for Joint Council President will be the Chairman of each Neighborhood Council. The President will be selected for a one-year term. The President will preside at all Joint Council meetings and supervise all business of the

Joint Neighborhood Council.

In the event of the President's absence, councilmen will select an Alternate President to preside at any one meeting.

Sec. 2. Chairmen. At the first regular meeting of each Council after the annual election, the Council members shall elect a Chairman whose duties shall be to preside at all meetings and in general to supervise and control all of the business and affairs of the Council. He may sign, with any other proper officer authorized by the Council, all applications, contracts, agreements or other instruments required in the course of Council business.

The Chairman, or his alternate, will be a member of the Model Cities governing board.

Sec. 3. Secretary. Each Neighborhood Council will select a person to assume the responsibility to keep the minutes and perform duties incident to the office of secretary.

Article IV

POWERS AND DUTIES

Sec. 1. Staff. The Council shall hire and supervise the employment of one Neighborhood worker whose duties shall be carrying out the policies and instructions of the Council, coordinating these efforts with Model

Cities and Community Action programs.

Sec. 2. Funds. The Council shall authorize expenditures of monies entrusted to them and provide an accounting of such expenditures to the residents of each Neighborhood.

Sec. 3. Duties. It shall be the responsibility of each Council to survey needs of each Neighborhood, to suggest to appropriate authorities needed solutions to problems, to publicize available resources in the community, and in general to cooperate with all efforts for the betterment of the Neighborhood. It shall review all Model Cities planning and make recommendations on such planning as it affects the Neighborhood served.

Article V

MEETINGS

Sec. 1. Joint Council meetings. There shall be a meeting of the fifteen members of the Joint Neighborhood Council at least four times each year. These meetings shall be chaired by a Chairman of one of the Neighborhood Councils. Notice of the quarterly meetings shall be given to each Neighborhood at least one week prior to the meeting. The purpose of these meetings is to coordinate efforts between the three Neighborhoods.

JOINT NEIGHBORHOOD COUNCIL BY-LAWS (Cont.)

Sec. 2. Neighborhood Council meetings. Each Council of five members shall meet at least twice each month at a time and place mutually agreeable to all members. The meetings shall be advertised and open to the public except when personnel matters are under consideration.

Article VI

AMENDMENTS

Sec. 1. Procedure. All amendments to these by-laws must be introduced to each Neighborhood Council at least two meetings prior to a Joint Council meeting. Discussion of proposed amendments shall take place at the Neighborhood Council meeting immediately preceding the Joint Council session, whereupon final action will be taken.

Sec. 2. Passage. A two-thirds majority vote of the Joint Council members is necessary for the passage of any amendment.

APPENDIX

CITIZEN PARTICIPATION MEETINGS
April 1, 1968 to April 1, 1969

Committee Name	No. of Meetings	Average Attendance
South Main Area No. 1 Council	20	22
Sixth Ward Council	27	14
Lincoln School Council	27	16
Urban Renewal	20	10
Neighborhood Facilities	3	5
Personnel and Employment	10	6
Code Enforcement	6	8
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PART II
HELENA MODEL CITY

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PART II
HELENA MODEL CITY

INTRODUCTION

Part II is composed of 8 component parts and their respective relationship to the five-year program. In this section an awareness of the relationship of Goals, Objectives, Program Approaches and Projects becomes more apparent. Here, too, you will see the comprehensivity of projects and approaches all working together to accomplish certain goals.

Following each component there will be a short summary statement encompassing how this section will affect the overall Model City program in Helena.

There will also be a summary of citizen input as to the planning of activities and how the residents will generally participate in the implementation of programs.

This document is one of 3 which will be submitted to the Department of Housing and Urban Development for final approval. As a result of this five-year forecast, a one-year action program will evolve. This plan, plus continued planning and evaluation, will provide the basis for future years of action.

INDEX OF ABBREVIATIONS

For purposes of brevity in Part II, abbreviations for denoting various agencies referred to in funding have been used. The following list will assist you in analyzing funding sources.

MCA - Model City Agency

HUD - Housing and Urban Development

HEW - Health, Education and Welfare

OEO - Office of Economic Opportunity

DOL - Department of Labor

DOT - Department of Transportation

OE - Office of Education

DVR - Department of Vocational Rehabilitation

BIA - Bureau of Indian Affairs

DH - Department of Health

DW - Department of Welfare

FHA - Federal Housing Authority

URA - Urban Renewal Authority

FAA - Federal Aeronautics Administration

DA - Department of Agriculture

COMPONENT: Citizen Participation

GOAL: To achieve a total citizen involvement in the Model Neighborhood Area.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
CP-1 - Neighborhood Councils and Citizen Committees to operate as the effective instrument for resident input into the planning process.	3 Neighborhood Councils organized and operating.	Expansion of Neighborhood Council structure. Technical assistance. Travel and training. FN- $30,000 OEO-$20,000 MCA-$10,000	Neighborhood Council planning. Technical assistance. Travel and training. FN- $30,000 OEO-$20,000 MCA-$10,000	Continued. FN- $90,000 OEO-$60,000 MCA-$30,000
	10 Citizen Committees organized and operating.	Evaluation and implementation.	Continued.	Continued.

EXISTING PROGRAMS

Component: Environment

PROGRAM	FY 1969 AMOUNT
Urban Planning	$ 30,000
Stewart Homes	74,000
Sanitation Expenditures	160,000
Park Expenditures	142,000
Lighting and Signals	49,000
Civil Defense	11,000
Airport Expenditures	222,000

COMPONENT: Environment

GOAL: I - To provide a Model Neighborhood environment conducive to economic growth and to family and community life.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To reduce blight by 50% in the MNA within 5 years.	Serious blight in MNA Target Areas.	EV-1-4; SH-1-2	EV-1-4; SH-1-2	EV-1-2; SH-1-2 Blight reduced by 50%.
Objective B - Beautification: 50% of MNA up to AAA standards within 5 years.	Parks, boulevards, streets, etc., undeveloped or underdeveloped.	EV-1-2-4; RC-4 5% of beautification completed.	EV-1-2-4; RC-4	EV-1-2-4; RC-4 50% of MNA to AAA standards.
Objective C - 100% rehabilitation of historic sites.	Severe potential or actual loss of historic sites.	EV-1	EV-1	EV-1 Historic preservation 100% complete.
Objective D - Adequate municipal services and public facilities.	Present services and facilities inadequate.	EV-1-2-3-4; RC-2-4; HE-8	EV-1-2-3-4; RC-2-4; HE-8	EV-1-2-3-4; RC-2-4; HE-8 Objective reached.

COMPONENT: Environment

GOAL: I - To provide a Model Neighborhood environment conducive to economic growth and to family and community life.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
EV-1 - Renewal and rehabilitation.	Blight; historical loss; inadequate beautification and park development. Urban Renewal plan year and accompanying studies under way; workable program in effect.	Implement Renewal Plan; FN-$2,000,000 MCA-HUD Restore 2 historic sites. FN-$98,000 HUD-MCA-Local	Continue Renewal Plan; restore additional historic sites. FN-$1,500,000 MCA-HUD	Evaluation; continue Renewal Plan. Complete historic restoration. FN-$3,500,000 MCA-HUD
EV-2 - Study, plan, and develop adequate municipal services.	Present services and facilities inadequate. Comprehensive plan and studies under way: circulation, community facilities, capital improvements; sewer and water study application made.	Implement Renewal Plan and studies; start citizen committee study of city government, services, allocation of resources, restrictions, and tax structure.	Continue Renewal; continue citizens study; implement as feasible.	Continue Renewal; implement results of citizens study.

COMPONENT: Environment

GOAL: I - To provide a Model Neighborhood environment conducive to economic growth and to family and community life.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
EV-3 - Police and Fire Department (public safety) improvements.	Police and Fire Departments and facilities inadequate to meet needs.	Citizen committee formed to assess and plan to meet public safety needs.	Implement results of study.	Continue projects; evaluation.
EV-4 - Beautification and park development.	Parks and beautification inadequate.	Public property improvement; flower plantings; improvements in Hill and Women's Parks; development of Lincoln School. FN-$929,000 HUD-MCA	Continued public improvement; evaluation. FN-$150,000 MCA	Continued public improvement; 50% of MNA to standards of AAA. FN-$450,000 MCA

SUMMARY STATEMENT

Component: Environment

This component and its contents received a great deal of attention in the planning phase. In a sample survey of the community, general environment was a major concern of the citizens, and this component has taken steps to rectify those problems.

One of the worst areas of the city was said to be South Main, including the central business district. As you see, a major portion of funds are allocated for rehabilitation and renovation of the Urban Renewal district. This includes the bulk of activities which will be accomplished concerning restoration of Helena's historic sites.

All of the Urban Renewal funds are allocated in the heart of Helena's problem area, which is Target Area No. 1 of the Model Neighborhood.

The citizens will be involved in on-going planning, implementation and evaluation. Low-income residents will be employed in construction; youth and senior citizens will benefit as well as the rest of the citizenry in participating in the developed areas; and the entire city will gain a new sense of pride in their environment.

Evaluation of this and all other projects will serve as a guide to future years of planning and development.

COMPONENT: Shelter

GOAL: I - To provide a selection of standard housing for all MNA residents in price ranges they can afford.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To increase supply of low- and middle-income family housing by 500 units.	Severe housing shortage; 133 units started (221-D-3's).	SH-3-4; SS-2 20 additional units constructed.	SH-3-4 Evaluation; 40 additional units constructed.	SH-3-4 307 additional units. 500 units completed--100% of initial need met. Evaluation.
Objective B - To increase supply of housing for low- and middle-income singles and couples by 300 units.	Serious shortage. 69-unit facility under construction.	SS-2 60-unit facility completed. 23% of need met.	SH-3-4 Evaluation of social and housing needs. Additional construction. 30% of need met.	SH-3-4 100% of initial need met. Evaluation of current need.
Objective C - 200 additional beds in sheltered-care facilities.	Severe shortage of sheltered-care facilities.	SS-2 No change.	SH-3-4 Evaluation. 50% of need met.	SH-3-4 100 additional units. Evaluation.

COMPONENT: Shelter

GOAL: II - To improve the quality of existing housing.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To bring to standard 100% of MNA housing.	1,053 substandard homes.	SH-1-2 110 units rehabilitated.	SH-1-2 263 additional units rehabilitated.	SH-1-2 680 additional units rehabilitated. (100% rehabilitation). Evaluation.

COMPONENT: Shelter

GOAL:
I - To provide a selection of standard housing for all MNA residents in price ranges they can afford.
II - To improve the quality of existing housing.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
SH-1 - Rehabilitation of substandard housing.	1,053 substandard homes.	Demonstration rehabilitation housing and rehabilitation housing. 110 units rehabilitated. FN-Urban Renewal	Rehabilitation housing, 263 additional units. FN-Urban Renewal 373 total units rehabilitated.	Rehabilitation housing, 680 additional units. FN-Urban Renewal Rehabilitation of 1,053 units completed.
SH-2 - Codes and enforcements.	Workable program, including systematic code enforcement and code study in effect.	FACE Application NDP Application FN-Urban Renewal	Continue service. Evaluation. FN-Urban Renewal	Continue service. Evaluation. FN-Urban Renewal
SH-3 - Additional housing.	Serious shortage: 1,000 units needed; 202 under construction, 100 in plan phase.	Demonstration public housing, 20 units. FN-$400,000 HUD Completion of 202 units. Total new units: 222. 22% of need met.	Evaluation. Additional new construction: 80 units. FN-$1,600,000 FHA-HUD-Local 100 nursing units completed; 402 total units completed. 40% of need met.	Additional new construction: 598 units. FN-$8,000,000 FHA-HUD-Local 100% of initial need met. Evaluation.

COMPONENT: Shelter

GOAL:	
	I - To provide a selection of standard housing for all MNA residents in price ranges they can afford. II - To improve the quality of existing housing.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
SH-4 - Relocation and information.	Community information services inadequate. Relocation study started.	Implement relocation study and plan. (CDA Administrative Plan) housing and social study (see Social Services).	Social and housing needs evaluated. Study community information needs. Meet relocation needs. FN-$76,000 Local-HUD	Meet relocation and community information needs. FN-$225,000 Local-HUD

SUMMARY STATEMENT

Component: Shelter

Strategy as it relates to the Comprehensive Plan calls for priorities of goals and approaches and, hence, a priority of projects. The problem has been to set priorities where needs are present in all areas. In this component, there is emphasis placed on the completion of studies and further research to reduce the unnecessary and unwise spending of money. In areas where comprehensive planning has been accomplished, such as the Urban Renewal project, the expenditures of money have been allocated. A specific Demonstration Housing project which has been programmed for a first-year action project is vital so that future construction work can use this project as an evaluative tool.

All resources for this component are programmed for the Model Neighborhood.

The objective of providing decent, safe and sanitary housing for residents is achieved through the implementation of Urban Renewal and such action projects as the Demonstration Housing project.

Citizens labored long and hard over possible ways of solving shelter needs. Not being conversant and knowledgeable on federal housing projects, it was difficult to know exactly what to do and how to proceed. Urban Renewal seemed to offer the greatest potential for solving the problem, and thus the bulk of the attention and money has been programmed in that direction.

Citizens will participate in construction, as recipients and in evaluating the effectiveness of Shelter programs.

EXISTING PROGRAMS

Component: Health

PROGRAM	FY 1969 AMOUNT
Children and Youth Project No. 633	$220,000
Comprehensive Public Health -- HEW Grant 314 - No. 80225	6,200
Senior Citizens Extended Care (St. John's Hospital)	16,000
Shodair Crippled Children's Hospital	466,000
Cooney Convalescent Home	230,000

COMPONENT: Health

GOAL: I - To make marked progress in reducing ill health by provision of comprehensive health services.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - Show a decrease in infant mortality and premature birth rates.	Infant mortality is 28.4/1000. Premature rate, 8.3%.	HE-1-4 Infant mortality, 28.0/1000. Premature rate, 8.1%.	HE-1-4 Infant mortality, 25.0/1000. Premature rate, 7.5%.	HE-1-4; SS-5; ED-2 Infant mortality, 20.0/1000. Premature rate, 6.5%.
Objective B - Decrease the number of people with impaired or uncorrected vision by 25%.	25% of school children need eye care. 30% of adults need eye care.	HE-1-4 24% of school children need eye care. 28% of adults need eye care.	HE-1-4 21% of school children need eye care. 25% of adults need eye care.	HE-1-4 18% of school children need eye care. 20% of adults need eye care.
Objective C - Increase the number of people receiving tests for each detection of chronic disease by 50%.	Many MNA residents do not seek advice when disease symptoms are evident.	HE-1-4 Increase 5%.	HE-1-4 Increase 15%.	HE-1-4; ED-2; SS-5 Increase 50%.
Objective D - Decrease the decayed, missing and filled teeth rate for all MNA children by 50%.	7-year-old rate, 1.36. 10-year-old rate, 3.53. 13-year-old rate, 5.97.	HE-1-4 Decrease 5%.	HE-1-4 Decrease 20%.	HE-1-4; ED-2 Decrease 50%.

COMPONENT: Health

GOAL: I - To make marked progress in reducing ill health by provision of comprehensive health services.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objective E - Increase variety of resources for 150 handicapped and elderly.	Limited vocational rehabilitation services.	HE-1-4 Training for 20 handicapped.	HE-1-5; SS-3 Training for 30 handicapped.	HE-1-5; SS-3 Training for 75 handicapped.
Objective F - To decrease the condition of "open refuse" by 75%.	Garbage, solid waste are strewn about in all areas of MN.	HE-2-8 Decrease 10%.	HE-2-8 Decrease 45%.	HE-2-8 Decrease 75%.
Objective G - To provide 200 new beds for sheltered health care.	212 beds.	SH-3	SH-3	SH-3

COMPONENT: Health

GOAL: II - To make marked progress toward full utilization of available health resources.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - Substantially increase the knowledge of MNA residents regarding available health resources.	MN residents lack sufficient health knowledge.	HE-2-6-7 10% more health education available.	HE-2-6-7; ED-2 SS-5-9-12 20% more health education available.	HE-2-6-7; ED-2; SS-5-9-12 50% more health education available.
Objective B - Increase the use of medical care services for the medical indigent.	Medical indigents do not always use prevention and care services.	HE-1-2-3-6 20% increase.	HE-1-2-3-6; ED-2 35% increase.	HE-1-2-3-6; ED-2; SS-5-9-12 75% increase.
Objective C - Achieve fully staffed local health agencies.	Lacking: 1 Sanitarian 1 Nutritionist 1 Social worker 1 Psychiatric social worker 1 Psychologist	HE-3 1 position filled.	HE-3 3 positions filled.	HE-3 5 positions filled.

COMPONENT: Health

GOAL: I - To make marked progress in reducing ill health by provision of comprehensive health services.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
HE-1 - Provide a financial method for low-income people to utilize available resources.	No medical costs program for adults over 16 and not on welfare.	Initiate health insurance program. FN-$776,700 DW	Evaluate, refine and expand. FN-$87,500 DW	Evaluate, refine and expand. FN-$2,500,000 DW
HE-4 - Provide preventive health.	Preventive health inadequately known and used by MN residents.	Initiate fluoridation and study means of getting health personnel. FN-$11,500 MCA	Fluoridation, recruit personnel for existing health position. FN-$4,500 MCA	Fluoridation, recruit personnel for health. FN-$15,000 MCA
HE-5 - Provide for a method of employment and social training for the handicapped.	Minimal employment and training.	See EE-7	See EE-7	See EE-7
HE-7 - Study the effect of preventive nutrition and ways of achieving a coordinated program.	Proper nutrition lacking in MN homes.	Initiate nutrition study. FN-$5,685 DA-MCA	Implement nutrition program. FN-$10,000 DA-MCA	Continue with evaluation. FN-$30,000 DA-MCA

COMPONENT: Health

GOAL: I - To make marked progress in reducing ill health by provision of comprehensive health services.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
HE-8 - Develop a means for improved storage, collection and disposal of garbage.	Present system inadequate.	Implement demonstration solid waste project. FN-$138,000 DH-MCA	Evaluate and expand. FN-$90,000 DH-MCA	Evaluate and refine. FN-$100,000 DH-MCA
HE-9 - Study need and provide new sheltered health care facilities.	212 beds.	See SH-3	See SH-3	See SH-3

COMPONENT: Health

GOAL: II - To make marked progress toward full utilization of available health resources.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
HE-2 - Provide meaningful personal health education to youth, parents and senior citizens.	Health education lacking for public.	Study public health education needs.	Implement project. FN-$25,000 DH-MCA	Evaluate and expand. FN-$75,000 DH-MCA
HE-3 - Provide for supportive services to make medical care acceptable and available to MN residents.	Inadequate supportive service.	Health aides, study ways to attract personnel. FN-$12,400 DH-MCA	Health aides, hire new personnel. FN-$38,000 DH-MCA	Health aides, continued evaluation. FN-$120,000 DH-MCA
HE-6 - Develop a method for consumer and resident ideas to be expressed to the health-care agencies.	No citizen participation on organized level.	Organize citizen health advisory council.	Continue.	Continue.

SUMMARY STATEMENT

Component: Health

In the Health component, the first 3 priorities are all extremely high and thus have been designated as first-year action projects. Garbage collection, fluoridation, additional personnel in the department and the health insurance plan are all vital to immediate benefits to the MNA resident. Because of this, Part II reflects expenditures of funds in these areas.

The other priorities lend themselves to cooperation and further studies which will lead into action projects in the years ahead.

The bulk of the funding will directly affect the Model Neighborhood area; however, the fact that we have a City-County Health Department automatically involves assistance outside of the MNA. With the increase in staff through health aides, more effective work can be done in the MNA, and this will also be beneficial to residents living outside the MNA.

Citizens will be involved not only in benefits received but by participating as health aides and in other paraprofessional services. The citizen board for in-put into those agencies delivering health-care services will be another way in which citizen participation will be achieved.

EXISTING PROGRAMS

Component: Social Services

PROGRAM	FY 1969 AMOUNT
Medicaid	$360,000
Aid to Families with Dependent Children	82,000
Aid to the Needy Blind	6,000
Old-Age Assistance	191,000
Child Welfare Services	13,000
Administration (Welfare Department)	53,000
Food Stamp Program	68,000
CAP Agency Administration and Conduct	500,000
Legal Aid Services	25,000
Vocational Rehabilitation	40,000
Old-Age Survivor's Disability and Health Insurance	5,000,000

COMPONENT: Social Services

GOAL: I - To achieve a stable, decent standard of living for all Model Neighborhood residents.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - Increase all family incomes to a level at least comparable to national poverty level.	Low assistance standards and coverage. 22.6% of families below poverty level.	SS-1-6; EE-5-7 Little change.	SS-6; EE-5-7 Reduced to 15%.	SS-6; EE-5-7 Reduced to 0.
Objective B - Provide sufficient low-income housing for all who need it.	Little known about relation of housing to social problems.	SH-1-3-4	SS-2-11-12; SH-1-3-4	SS-11-12; SH-1-3-4 Evaluation and implementation.

COMPONENT: Social Services

GOAL: II - To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents--specifically females, youth, Indians, senior citizens.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - Decrease the divorce rate by 50%.	1.97 divorces out of 2.35 marriages.	SS-5-11-9-12 No change.	SS-5-8-9-11-12 No change.	SS-5-9-11-12 Decrease of divorce rate 50% by 5th year.
Objective B - Decrease juvenile arrests by 50%.	340 juvenile arrests.	SS-8-11-12-10 No change.	SS-4-8-10-11-12 Juvenile arrests reduced by 10%.	SS-8-10-11-12 Juvenile arrests reduced by 50%.
Objective C - Decrease alcoholism by 25%.	810 alcoholics in Model Neighborhood Area.	SS-9-11-12 No change.	SS-9-11-12 Decreased by 10%.	SS-9-11-12 Decreased by 25%.
Objective D - Widen the variety of living arrangements for senior citizens and increase their resources for meeting social problems.	Present resources limited.	SS-4-7-11-12 SH-3-4 200 involved.	SS-4-7-11-12 SH-3-4 400 involved.	SS-4-7-11-12 SH-3-4 600 involved.

COMPONENT: Social Services

GOAL:
I - To achieve a stable, decent standard of living for all Model Neighborhood residents.
II - To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents--specifically females, youth, Indians, senior citizens.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
SS-1 - Study of Public Welfare legislation.	Welfare laws cumbersome and restrictive.	Begin study. See Administrative Budget.	Make recommendations. Put pilot programs into operation.	Action. Evaluate pilot program.
SS-2 - Study relationship of housing to social problems to develop plan for supportive services.	Inadequate information.		Recommendations. Begin study. FN-$5,000 MCA	Action.
SS-3 - Study of employment and social opportunities for the physically and mentally handicapped.	No permanent work training for the handicapped.	Begin study. FN-$3,000 MCA	Evaluation and implementation.	Action as needed.
SS-4 - Development of transportation system.	No public transportation.	Initiate program. FN-$62,795 DOT-MCA	Bus service in full operation. FN-$37,000 DOT-MCA	Continuation. FN-$115,500 DOT-MCA

COMPONENT: Social Services

GOAL: I - To achieve a stable, decent standard of living for all Model Neighborhood residents.
II - To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents--specifically females, youth, Indians, senior citizens.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
SS-5 - Build additional paraprofessional and professional staff.	Insufficient paraprofessional and professional staff.	Initiate training center. Initiate consumer counseling service. FN-$61,300 HEW-MCA	Continue counseling service. Begin graduate training. FN-$64,000 HEW-MCA	Full family services available. FN-$282,000 HEW-MCA
SS-6 - Child-care services for children up to 12 years of age.	39 children on day-care waiting list. Grade school children without after-school supervision.	Additional day-care for 30 children; after-school program initiated for 175 children. FN-$102,608 HEW-MDTA-MCA-OEO	30 children added to day-care. After-school program expanded to include 75 additional children. FN-$150,000 HEW-MDTA-MCA-OEO	Maintain day-care. Study future needs. After-school care for a total of 500 grade school children. FN-$900,000 HEW-MDTA-MCA-OEO
SS-7 - Expansion of senior citizens resources.	1,500 senior citizens in MNA; 100 in need of special care.	Expanded Senior Citizen Center activities. FN-$29,261 OEO-HEW-MCA	Addition of program. FN-$50,000 OEO-HEW-MCA	Continuation of project. FN-$150,000 OEO-HEW-MCA

COMPONENT: Social Services

GOAL: I - To achieve a stable, decent standard of living for all Model Neighborhood residents.
II - To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents--specifically females, youth, Indians, senior citizens.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
SS-8 - Study and action on: A - problems of youth. B - problems of divorce.	Limited youth recreation project.	Begin youth study and initiate foster group home. Summer recreation project, 50 youth. FN-$20,710 HEW-MCA	Action on youth study. Begin divorce study. Summer recreation project - 75 youth. FN-$18,000 HEW-MCA	Summer recreation project - 100 youth. Continuation of action on divorce study. FN-$75,000 HEW-MCA
SS-9 - Attack on alcoholism.	Part-time alcoholism information center; half-way house for 15; meager health education.	Plan comprehensive alcoholic program. FN-$81,618 HEW-MCA	Fully develop program. FN-$110,000 HEW	Continuation. FN-$330,000 HEW
SS-10 - Provide technical assistance to Helena Indian Alliance.	Group information stage.	Alliance fully organized. Establish center. FN-$43,523 HEW-OEO-MCA	Continuation of center. FN-$50,000 HEW-OEO-MCA	Continuation of center. FN-$150,000 HEW-OEO-MCA
SS-11 - Town residents advisory committees to agencies.	No resident advisory committees.	One agency with advisory committee.	Two agencies with advisory committees.	All agencies with advisory committees.

COMPONENT: Social Services

GOAL:
I - To achieve a stable, decent standard of living for all Model Neighborhood residents.
II - To develop social services for prevention and treatment to meet the needs of all Model Neighborhood residents--specifically females, youth, Indians, senior citizens.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
SS-12 - Increase public relations about available services.	Little coordinated effort.	Study best method of informing the public.	Initiate Ombudsman or related project. FN-$20,000 MCA	Continuation. FN-$60,000 MCA

SUMMARY STATEMENT

Component: Social Services

Here, as in other components, studies have received a top priority to allow for effective action and development of plans for the years ahead. While those studies are going on, an immediate need is seen for additional day-care facilities. The employment of the handicapped, a first-year action program, is necessary to give these people a regular source of income and a position of respect and "being needed" in the community. After-school care of children to allow working mothers a few "worry-free" hours is also among the top-priority listings.

The Model City Neighborhood Area in Helena encompasses practically the entire city less the Triple A districts. Thus, 100% of the Model City resources are aimed at this area. The Target Areas within the Model Neighborhood will receive the greatest attention in the first years.

Although no one component's objectives can be achieved by just the approaches in that component alone, the approaches in this component will assist in providing a decent standard of living to MNA residents and more particularly the low-income, disadvantaged groups.

Evaluation by recipients of Social Services programs will be accomplished through personal contact and general surveys.

EXISTING PROGRAMS

Component: Education

PROGRAM	FY 1969 AMOUNT
Summer Head Start	$ 11,500
Elementary and Secondary Education Act, Title I	60,200
National Defense Education Act	15,000
Work-Study	64,000
Project "Upward Bound"	90,000
Helena Vocational-Technical School	215,000

COMPONENT: Education

GOAL: I - To provide better methods of preparing students for school and better methods of instruction after they begin school.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To provide uniform preschool education for all 5-year-olds.	50% of first graders have no preschool education.	ED-1; SS-6 No change.	ED-1; SS-6 100% of first graders have preschool education.	ED-1; SS-6 100% of first graders have preschool education.
Objective B - To bring the level of elementary school retentions among Target Area students down to the level of remainder of city.	52% of retentions among Target Area students.	ED-1-2; HE-2 48% of retentions among Target Area students.	ED-1-2; HE-2 40% of retentions among Target Area students.	ED-1-2; HE-2 21% of retentions among Target Area students.
Objective C - To bring the level of remedial education among Target Area and MNA students down to the level of remainder of city.	64% are MNA	ED-1-2; HE-2 62% MNA; 30% TA	ED-1-2; HE-2 60% MNA; 27% TA	ED-1-2; HE-2 58% MNA; 21% TA
Objective D - To bring the level of dropouts among Target Area students down to remainder of city.	40% Target Area	ED-1-2; HE-2 38% Target Area	ED-1-2; HE-2 30% Target Area	ED-1-2; HE-2 21% Target Area

COMPONENT: Education

GOAL: I - To provide better methods of preparing students for school and better methods of instruction after they begin school.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objective E - To provide adequate educational facilities and space for all MNA residents.	1 Target Area school overcrowded; 2 Target Area schools filled to capacity.	ED-1 No change.	ED-1 No change.	ED-1 Facilities adequate.

COMPONENT: Education

GOAL: II - To provide adequate adult education methods for all Model Neighborhood Area residents.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To raise the average educational level of Target Area heads of households to 11 years.	Target Area heads of households education level is 9.0 years.	ED-2-3; EE-6-7 Level at 9.3 years.	ED-2-3; EE-6-7 Level at 9.5 years.	ED-2-3; EE-6-7 Level at 11 years.
Objective B - To provide continuing education for all MNA residents in areas of everyday life.	Partial offerings of continued education by school. Little use by low-income families.	ED-3; EE-6; HE-2; SS-5 Add 5 new adult programs; 50% better low-income usage.	ED-3; EE-6; HE-2; SS-5 Add 5 new adult programs; 50% better low-income usage.	ED-3; EE-6; HE-2; SS-5 No change.
Objective C - To make post-secondary education and vocational programs available for the desire of Model Neighborhood residents.	Vo-Tech has 45 adults enrolled. Very few TA residents can go to college.	ED-3; EE-6; HE-2; SS-5 75 adults in Vo-Tech; 10 TA residents in college.	ED-3; EE-6; HE-2; SS-5 150 adults in Vo-Tech; 20 TA residents in college.	ED-3; EE-6; HE-2; SS-5 400 adults in Vo-Tech; 50 TA residents in college.

COMPONENT: Education

GOAL: III - To make school facilities available to the public.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To provide a Community Center in all schools for public recreation, education and meetings.	Schools open occasionally for children on Saturdays and a basketball league.	ED-4; RC-2-3-5-6 Usage increased 10%.	ED-4; RC-2-3-5-6 Usage increased 10%.	ED-4; RC-2-3-5-6 Usage increased 30%.

COMPONENT: Education

GOAL: I - To provide better methods of preparing students for school and better methods of instruction after they begin school.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
ED-1 - A comprehensive approach focusing on the problem student will be established in Helena schools.	Remedial reading, psychometrist and guidance counselors available but no comprehensive approach.	Reading and development center. Parent-child-study, in-service teacher training. FN-$102,173 OE-MCA	Evaluate and expand R&D center; initiate P-C center and expand in-service teacher training. FN-$300,000 OE-MCA	Continue evaluation and refine comprehensive approach. FN-$1,000,000 OE-MCA
ED-2 - New methods of instruction and new curricula will be established to meet needs of MNA students.	Educational materials not adequate or coordinated to meet all class needs. Some school curricula lacking.	10 teacher aides and student driver's training initiated. Study health education, closed-circuit TV, and hot lunch. Study need--materiel center. FN-$62,928 OE-MCA	20 teacher aides; adult and student driver's training. Initiate health education project and hot lunch, build materiel center. FN-$180,000 OE-MCA	Continue teacher aides, driver's training, health education, hot lunch. Initiate closed-circuit TV and complete materiel center. FN-$490,000 OE-MCA

COMPONENT: Education

GOAL: II - To provide adequate adult education methods for all Model Neighborhood Area residents.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEAR 3-5
Program Approaches				
ED-3 - Adult education services will be strengthened and broadened to meet needs of MN adults of all ages.	Insufficient adult curricula and outreach activities to reach MNA.	Initiate continued education and new careers. FN-$55,548 DOL-OE-MCA	Evaluate and expand continued education, new careers. Study new program areas. FN-$106,000 DOL-OE-MCA	Continued evaluation and program operation. FN-$260,000 DOL-OE-MCA

COMPONENT: Recreation

GOAL: To make a variety of recreational and cultural activities available to all Model Neighborhood residents.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - To increase the number and effectiveness of recreational parks to better serve the MNA residents; a minimum of 3 parks per year.	Park acreage totally developed: 16.1; partially developed: 134.3; underdeveloped: 25.7.	RC-4 Developed: 20%.	RC-4 Developed: 20%.	RC-4 Developed: 60%.
Objective B - Expand the cultural and recreational programs offered by 50% over a 5-year period.	Inadequate.	RC-2-3-6 Increased 10%.	RC-2-3-5-6 Increased 10%.	RC-2-3-5-6 Increased 30%.
Objective C - To increase participation of low-income MNA residents in cultural activities.	Limited participation.	RC-1-2-3-5-6	RC-3-5-6	RC-3-5-6
Objective D - Develop programs geared for year-round cultural and recreational use.	Summer recreation only.	RC-1-2-5 Study needs.	RC-2-3-5	RC-2-3-5

COMPONENT: Recreation

GOAL: To make a variety of recreational and cultural activities available to all Model Neighborhood residents.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objective E - Encourage better coordination and use of cultural and recreational resources within the city.	Uncoordinated.	RC-1-2; ED-4	RC-2; ED-4 Evaluation.	RC-2; ED-4 Implementation.

COMPONENT: Recreation

GOAL: To make a variety of recreational and cultural activities available to all Model Neighborhood residents.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
RC-1 - Determine the needs of the Model Neighborhood residents.	No park development plan; historical objects being lost.	Master Parks plan; Museum Feasibility study. FN-$190,000 HUD-701-MCA	Implementation.	Implementation.
RC-2 - Add staff to the city for cultural and recreational program management.	Summer staff only.	Recreation management, staff and operation. FN-$65,170 MCA	Staff and operation. FN-$68,178 MCA	Staff and operation. FN-$224,168 MCA
RC-3 - Develop a public relations program to inform citizens and solicit private group involvement in development of programs.	None.	Public relations project, staff and operation. FN-$15,380 MCA	Staff and operation. FN-$15,974 MCA	Evaluation and development of staff and operation. FN-$48,292 MCA
RC-4 - Select specific neighborhoods as improvement areas for each year's action program.	Small children playing in streets; few parks available.	Lincoln School Park - Tot Lots. FN-$149,000 HUD-MCA	Additional park improvement. FN-$150,000 HUD-MCA	Continued park improvement. FN-$450,000 HUD-MCA

COMPONENT: Recreation

GOAL: To make a variety of recreational and cultural activities available to all Model Neighborhood residents.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
RC-5 - Respond to the needs and desires of the youth in achieving an arts, culture and recreation center.	Youth Committee organized.	Study youth needs, neighborhood facility construction. FN-$1,200,000 HUD-MCA-Local	Neighborhood facility operation.	Evaluation and implementation.
RC-6 - Develop an "outreach" program designed to reach the low-income family in the Model Neighborhood.	No program.	Study Indian culture. Initiate Neighborhood culture groups. FN-$9,000 MCA	Implement Neighborhood groups and Indian study. FN-$9,000 MCA	Evaluation and implementation. FN-$9,000 MCA

SUMMARY STATEMENT

Component: Recreation

The strategy as it relates to recreation is to make better use of existing resources first and then to expand and develop those resources as time goes on. One of the methods used to achieve better use of resources is to hire a full-time cultural and recreational director who will coordinate programs and facilities for the public.

The development of more recreational resources is seen as vital and yet not as important as achieving better use of what we have. In this instance, both methods are seen as first-year action projects, with planning a necessary first-year ingredient.

All resources are allocated to the Model Neighborhood, and implementation of involving all the residents will necessitate the use of resources outside the Model Neighborhood.

The program approaches will solve the objectives of increased recreational and cultural activities for the residents by providing manpower to coordinate programs and money to develop existing and new facilities.

Citizens were highly involved in the planning of this component, partly because the needs were more apparent and the solutions appeared more realistic. It is felt that these approaches and projects which have been developed will have a tremendous effect upon future citizen participation in the entire Model City program. The reason is simple: you can see the benefits.

EXISTING PROGRAMS

Component: Employment and Economic Development

PROGRAM	FY 1969 AMOUNT
Concentrated Employment Program	$426,000
Work Incentive Program	24,000
Manpower Development and Training Program	8,000
Small Business Administration	261,000

COMPONENT: Employment and Economic Development

GOAL: I - To create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A - Reduce unemployment in the Model Neighborhood Target Areas to 4% in a 3-year period.	39% of Target Area heads of households unemployed.	EE-2-5-7 Reduce to 30%.	EE-2-5-7 Reduce to 18%.	EE-2-5-7 Reduce to 4%.
Objective B - Reduce unemployment in the total Model Neighborhood to 4% in 5 years.	Presently 6.4% in Model Neighborhood Area.	EE-2-5-7 Reduce to 6%.	EE-2-5-7 Reduce to 5.5%.	EE-2-5-7 Reduce to 4%.
Objective C - Initiate the establishment of at least 3 major industries in the vicinity during the next 5 years.	No present activity.	EE-6 Staff and committee study.	EE-6 Establish 1 major industry.	EE-6 Establish 2 major industries.
Objective D - Increase the job opportunities by at least 100 openings per year.	Limited activity.	EV-4; EE-2-5-7; SH-5 100 job openings.	EV-4-6; EE-2-5-7; SH-5 100 job openings.	EV-4-6; EE-2-5-7; SH-5 300 job openings.

COMPONENT: Employment and Economic Development

GOAL: I - To create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objective E - Aid and assist local residents in creating and sustaining at least 100 new businesses during the next 5 years.	No present effort.	EE-1-2-3-5-7 10 new businesses.	EE-2-3-5-7-1 20 new businesses.	EE-1-2-3-5-7 70 new businesses.
Objective F - Increase the skills of 100 Model Neighborhood residents per year.	Approximately 45 CEP residents being assisted.	ED-3; EE-5-6-7; SS-3-5 100 new skills.	ED-3; EE-5-6-7; SS-3-5 100 new skills.	ED-3; EE-5-6-7; SS-3-5 300 new skills.
Objective G - Provide training and jobs for 100 paraprofessionals over the next 5 years.	Shortage of paraprofessionals at local public agencies.	SS-5; EE-6 20 new jobs.	SS-5; EE-6 20 new jobs.	SS-5; EE-6 60 new jobs.

COMPONENT: Employment and Economic Development

GOAL: II - To achieve cooperation between manpower agencies and agencies delivering supportive services to improve benefits to the advantage of the trainee.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Objectives				
Objective A Increase the monthly maintenance of trainees by 15% during the next 3 years, over and above normal allowances.	Inadequate monthly maintenance.	EE-8 Study; no change.	EE-8 Objective reached.	EE-8 On-going.

COMPONENT: Employment and Economic Development

GOAL: I - To create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches				
EE-1 - Provide professional consulting services to local small businessmen, especially in the fields of manpower, marketing and management.	Limited SBA services.	Initiate business consultant service. FN-$24,000 MCA	Continue service and evaluation. FN-$24,000 MCA	Continue service and evaluation. FN-$72,000 MCA
EE-2 - Provide funds to promote new businesses in the area.	No present effort.	Initiate "Seed Money" Project. FN-$100,000 MCA	Continue service and evaluation. FN-$200,000 MCA	Continue service and evaluation. FN-$450,000 MCA
EE-3 - Provide funds to assist low- and middle-income residents in private entrepreneurship.				
EE-4 - Study needs for small claims court.	None available.	Employment committee study.	Implement study.	Continuation and evaluation of project after implementation.

COMPONENT: Employment and Economic Development

GOAL: I - To create an economic climate that will provide suitable jobs for all who want them, at decent wages, with opportunity for advancement commensurate with ability.

OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
EE-5 - Institute an educational program informing residents and businessmen of available manpower resources.	Limited effort.	Employment and economic specialist hired. FN-$20,000 MCA	Continue project; evaluation. FN-$21,000 MCA	Continue project; evaluation. FN-$69,000 MCA
EE-6 - Promote interagency coordination and cooperation between federal, state, county and local offices.	None.	Model City-State Liaison project. FN-$8,400 MCA	Project continuation. FN-$9,250 MCA	To be funded by State of Montana. FN-$30,000 State
EE-7 - Assist the disadvantaged--either physically or mentally--in seeking meaningful employment.	Vocational rehabilitation.	Institute Sheltered Workshop. FN-$92,320 DVR-MCA	Continue program; evaluate. FN-$80,000 DVR-MCA	Self-sufficient by the end of 5 years. FN-$100,000 DVR-MCA

COMPONENT: Employment and Economic Development

GOAL: II - To achieve cooperation between manpower agencies and agencies delivering supportive services to improve benefits to the advantage of the trainee.				
OBJECTIVES AND PROGRAM APPROACHES	INITIAL CONDITIONS	YEAR 1	YEAR 2	YEARS 3-5
Program Approaches EE-8 - Study and encourage manpower agencies to increase maintenance allotment to resident trainees.	Inadequate.	Initiate employment committee study.	Recommendations to agencies.	Agencies to assume 15% increase in maintenance costs.

SUMMARY STATEMENT

Component: Employment and Economic Development

Unlike some components, the solutions to employment and economic development cannot be solved by turning on a switch or initiating one program. The machinery necessary to "gear up" must involve a plan of attack, and this attack is outlined in the strategy statement of Part I and funded in Parts II and III. The action projects of consulting services and an employment and economic specialist are all tooling-up devices for future action in this area. The more immediate program of the sheltered workshop speaks to employment and social needs of the disadvantaged.

Although all of the resources are channeled into the Model Neighborhood, the results of bringing in additional industry and business will be beneficial to the entire city and surrounding area.

The impact upon the citizenry will be the key to all of Helena's Model City program. With good jobs at good pay, many of the other social, cultural and recreational functions as well as general environment and living conditions will be solved for the people.

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